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FEDERAL-AID HIGHWAY ACT OF 1964

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON ROADS

OF THE

COMMITTEE ON PUBLIC WORKS

HOUSE OF REPRESENTATIVES

EIGHTY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 9905, H.R. 9906, and H.R. 10055

MARCH 10, 11, AND 12, 1964

Printed for the use of the Committee on Public Works



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WASHINGTON : 1964

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FEDERAL-AID HIGHWAY ACT OF 1964

TUESDAY, MARCH 10, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 1302, Longworth Building, Hon. George H. Fallon presiding.

Mr. FALLON. The subcommittee will be in order.

Ladies and gentlemen, the Subcommittee on Roads of the Public Works Committee is meeting this morning for the consideration of a bill to authorize appropriations for fiscal year 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code and for other purposes. Three bills are being introduced.

(The bills, H.R. 9905, H.R. 9906, and H.R. 10055, are as follows:)

[H.R. 9905, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid primary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$70,000,000 for the fiscal year ending June 30, 1966, and \$85,000,000 for the fiscal year ending June 30, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$4,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$22,000,000 for the fiscal year ending June 30, 1966, and \$25,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$16,000,000 for the fiscal year ending June 30, 1966, and \$16,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$16,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$9,000,000 for the fiscal year ending June 30, 1966, and \$9,000,000 for the fiscal year ending June 30, 1967.

[H.R. 9906, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$70,000,000 for the fiscal year ending June 30, 1966, and \$85,00, for the fiscal year ending June 3, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$4,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$22,000,000 for the fiscal year ending June 30, 1966, and \$25,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$16,000,000 for the fiscal year ending June 30, 1966, and \$16,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$16,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$9,000,000 for the fiscal year ending June 30, 1966, and \$9,000,000 for the fiscal year ending June 30, 1967.

[H.R. 10055, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964."

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$975,000,000 for the fiscal year ending June 30, 1966, and \$975,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For public lands highways, \$3,000,000 for the fiscal year ending June 30, 1966, and \$3,000,000 for the fiscal year ending June 30, 1967.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1966, and \$95,000,000 for the fiscal year ending June 30, 1957.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967.

(6) For park roads and trails, \$23,000,000 for the fiscal year ending June 30, 1966, and \$23,000,000 for the fiscal year ending June 30, 1967.

(7) For parkways, \$11,000,000 for the fiscal year ending June 30, 1966, and \$11,000,000 for the fiscal year ending June 30, 1967.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

TECHNICAL AMENDMENT TO TITLE 23

SEC. 3. The second paragraph of subsection (b) of section 101 of title 23, United States Code, is amended by striking out "thirteen years" and inserting in lieu thereof "fifteen years" and by striking out "June 30, 1969", and inserting in lieu thereof "June 30, 1971".

Mr. FALLON. H.R. 9905 and H.R. 9906 are identical, H.R. 10055 is the administration's recommendation. The first two are the recommendation of the chairman of the subcommittee and the ranking member. There are not too many members of the subcommittee here this morning but I hope some will drop in from time to time. I like to think the reason they are not here is that they have so much confidence in those present that they feel that the job can be well done by those in attendance alone.

It is true that the bill is not a controversial bill. The only difference from the bill I introduced from the bill that passed this committee and the House last year is that we increased the amount for the ABC roads \$25 million, making a total of \$1 billion for 1966 and 1967.

The reason for that was that when we first passed the interstate bill, the speaker at that time, Mr. Rayburn, was very much concerned about what would happen to the ABC highway bills in the future if the money in the accelerated proportion was going to the interstate defense system. For that reason we arranged for the ABC program to have first call on the trust fund. That was the No. 1 thing we did to guarantee Mr. Rayburn and a lot of other Members that the ABC programs would not be forgotten.

Secondly, we committed ourselves to the Congress that we would increase it in \$25 million increments each year until it reached a billion dollars.

You will recall that due to some difficulty with the trust fund several times that we carried it at the same figure for 4 years. But we feel now that this is the time for us to keep our commitment to the many Members who do not have any interstate system in their districts or even near their districts. They gave us very generous support for the interstate program and we feel that we owe them this recognition of the ABC system of highways.

Our first witness this morning is Mr. Rex Whitton from the Department of Commerce and the Federal Highway Administrator of the Bureau of Public Roads. Mr. Whitton.

STATEMENT OF REX M. WHITTON, FEDERAL HIGHWAY ADMINISTRATOR, BUREAU OF PUBLIC ROADS; ACCOMPANIED BY F. C. TURNER, CHIEF ENGINEER, AND L. K. BRIDWELL, DEPUTY FEDERAL HIGHWAY ADMINISTRATOR

Mr. WHITTON. Mr. Chairman, may I bring L. K. Bridwell and Mr. Frank Turner, chief engineer, with me, please?

Mr. FALLON. We welcome you and your associates here this morning. Mr. Bridwell or Mr. Turner are not strangers to the committee. They have been here many times officially and unofficially. We have always been very happy to have you, Mr. Whitton, and your associates.

Mr. WHITTON. Thank you, Mr. Chairman, and members of the committee. We are happy to have the opportunity again of appearing before this committee. We enjoy being in your company.

If it is agreeable to you, I would like to begin my statement with a brief summary of progress on the Federal-aid highway program and related Bureau activities. There are portions of this prepared statement that I would like to skip in the interest of time and I would like to have it all made a part of the record, if it please the chairman.

Mr. FALLON. Without objection, it is so ordered.

Mr. WHITTON. I am pleased to advise you again that the highway program is on schedule in relation to the revenues available in the highway trust fund. Since July 1, 1956, revenues accruing to the fund have totaled \$19.012 billion, and expenditures have totaled \$18.652 billion. On January 1, 1964, the balance in the highway trust fund was \$360 million.

The status of improvement of the Interstate System as of December 31, 1963, is shown on the enclosed map and chart, figures 1 and 2, and summarized by States in the enclosed table 1.

As of March 1, 1964, some form of work has been completed or is underway on 33,950 miles or 83 percent of the 41,000-mile Interstate System.

Total interstate mileage improved and open to traffic on March 1—16,650 miles—represents an increase of 2,314 miles during the past 14 months. This total includes 12,124 miles improved with interstate funds, 2,179 miles improved with other public funds, and 2,347 miles of toll roads incorporated into the system as authorized by the 1956 legislation.

Work was underway on March 1 on 17,300 miles of the Interstate System, including 5,175 miles actually under construction contract and 12,125 miles on which engineering or right-of-way acquisition was underway.

Interstate projects totaling \$9.9 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$8.3 billion and engineering and right-of-way acquisition totaling \$1.6 billion.

Interstate projects underway or authorized on December 31, 1963, totaled \$8.5 billion. The work underway included construction contracts totaling \$5 billion and engineering and right-of-way acquisition totaling \$3.5 billion.

We have reached almost the halfway point in project authorizations for completion of the Interstate System. As shown in table 2 covering work authorized through February 29, 1964, preliminary engineering work has been authorized covering 80 percent of the total program, about 66 percent of the right-of-way acquisition work has been authorized, and contracts have been awarded on 43 percent of the construction work.

In total, the work authorized to date represents 48 percent of the total cost of the Interstate System as developed in the 1961 estimate.

The estimated cost of completing the Interstate System was reported to the Congress in January 1961 (H. Doc. 49, 87th Cong., 1st sess.).

The ratios of actual costs to estimated costs for work authorized from January 1, 1960, through December 31, 1963, are as follows:

Item	Actual total cost	Ratio of actual to estimated cost
	<i>Millions of dollars</i>	<i>Percent</i>
Preliminary engineering.....	382	112.5
Right-of-way.....	2,380	112.5
Construction.....	8,474	104.0
Total.....	11,236	106.0

Table 3 shows by State the status of active and completed projects financed from Federal-aid interstate funds.

Agreements for the control of outdoor advertising on the Interstate System have been signed with 20 States having a designated Interstate mileage of 11,615 miles. The 1958 act provided for Federal payment from the general fund of the Treasury of an additional one-half of 1 percent of the cost of constructing the Interstate System, to States that entered into agreements and controlled outdoor advertising. Payments are made on State claims submitted after final construction costs are determined. Bonus payments totaling \$209,234 covering control on 75 miles had been made to five States as of February 29, 1964, as shown by table 4. Payments will be made to the remaining States as soon as vouchers are submitted and processed.

For the ABC program, including the special \$400 million program authorized by section 2(a) of the Federal-Aid Highway Act of 1958, projects have been completed since July 1, 1956, at a total cost of \$11.5 billion, and engineering and right-of-way acquisition totaling \$792 million.

ABC projects were underway or authorized on December 31, 1963, totaling \$3.8 billion and included nearly 21,000 miles of construction contracts at a total cost of \$3.1 billion and engineering and right-of-way acquisition totaling \$732 million.

The status of active and completed projects under the ABC program is shown by States in the enclosed table 6.

The Federal-aid highway program is being advanced at the maximum rate that can be supported from revenues accruing to the highway trust fund. The 1965 fiscal year apportionments made last July included the ABC apportionment of \$975 million and an Interstate apportionment of \$2.7 billion as authorized by the 1961 act.

Scheduling of obligations continues to be necessary in order that the trust fund balance will be adequate to reimburse the States promptly for work done. The schedule makes all remaining funds apportioned for the fiscal years through 1965 available for obligation this fiscal year on a quarterly basis. For next year the estimated amount to be made available for new obligations is equal to apportionments to be made this summer for the fiscal year 1966, based on a \$975 million authorization for the ABC program and \$2.8 billion for the Interstate program.

The program for completion of the Interstate System by September 30, 1972, as authorized by the Federal-Aid Highway Act of 1961 is shown in figure 3.

Interstate apportionments under this authorized program total \$37 billion. It is anticipated that an Interstate apportionment of \$2.8 billion will be made this summer for the fiscal year 1966, as shown by States in table 7.

Subsequent Interstate apportionments are expected to make available the amounts authorized by the 1961 act—\$2.9 billion for fiscal year 1967, \$3 billion for each of the fiscal years 1968, 1969, and 1970, and \$2.885 billion for the fiscal year 1971.

In addition to the total \$37 billion of Interstate apportionments the proposed program provides apportionments for ABC and estimated allocations for other programs totaling \$17.554 billion through fiscal 1973.

Estimated annual apportionments, disbursements, revenues and trust fund balances for the program to be financed from the highway trust fund are shown in table 8. Amounts are included for "other" programs to cover estimated requirements of \$5 million annually for emergency relief in the repair of Federal-aid highways damaged by floods or other disasters which would continue to be financed from the highway trust fund.

At this point, Mr. Chairman, I would like to discuss briefly our progress in some significant areas of related Bureau activity.

RESEARCH AND DEVELOPMENT

The 1962 Highway Act requires that $1\frac{1}{2}$ percent of the Federal-aid funds apportioned to the States be spent for planning and research and if not so used, they lapse. Since the passage of this act the States have increased the amount being spent for research and development from \$8 million to approximately \$20 million. This has been a very significant increase and has afforded us the opportunity to develop a more coordinated program.

The Office of Research and Development of the Bureau of Public Roads has worked with the States and research agencies to improve communication and cooperation so that maximum efficiency is realized in the expenditure of research funds. Sizable projects financed jointly by the several State highway departments are being undertaken in a cooperative effort to deal with some of our most pressing transportation problems.

Among the more important research and development projects on which substantial progress is being made, are those involving quality control for construction, including statistical concepts for materials acceptance testing and more rapid and nondestructive testing procedures. A concentrated research effort is also being directed toward accident prevention and traffic aids both in the form of electronic devices and measures that will assist the driver in performing his task with a higher degree of efficiency to improve traffic safety and reduce traffic delays. In these research and development projects the Bureau's program is being coordinated with the projects conducted by the State highway departments that involve Federal-aid funds.

The results of research and development are of little value unless fully utilized. All means possible are being taken by the Bureau to see that the State highway departments, industry, and others, are aware of the most recent development in engineering technology and make the best use of this information.

URBAN TRANSPORTATION PLANNING

The requirements of the 1962 Federal-Aid Highway Act with respect to urban transportation planning is in my opinion, one of the most significant and forward-looking provisions of Federal highway legislation in recent years and I am glad to report gratifying progress in meeting the objectives so carefully spelled out in that act.

The techniques that have been in the process of development by the Bureau of Public Roads and the State highway departments for the past 20 years in urban transportation planning have been advanced rapidly in recent years. With the aid of the $1\frac{1}{2}$ -percent highway planning funds and the housing planning funds under the so-called

701 program available for this work through the close cooperation between the Bureau and the Housing and Home Finance Agency, each with appropriate State or local matching, financial resources are considered generally adequate at this time.

The use of the computer in analysis and introduction into highway planning of the thinking of other professions have helped develop an improved planning process. This process is proving valuable not only to highway and transportation planning, but to general planning as well.

The initiation of the planning process in all urban areas of 50,000 population or more, now numbering 217, has not been without its problems, the most vexing of which is that of developing cooperation between State and local jurisdiction so wisely called for by the act. In many areas, local communities are for the first time being brought together through State encouragement to plan together for the future on a regional or metropolitan basis. A commonly agreed-upon goal is essential to proper transportation planning, and is a requirement of our legislation. It is no less important for many other local public and private development plans as well. That is what I meant by the far-reaching effect of the 1962 act.

Since the passage of the 1962 act, a number of State highway departments have reorganized, in order more effectively to meet their responsibilities for planning in urban areas. Several have emphasized increasing their staff competency through various types of training. In several cases, highway departments have sponsored State legislation to enable them to cooperate closely with local communities in establishing and carrying out transportation planning programs in conjunction with comprehensive community planning.

On July 25, 1963, I reported to this committee that planning programs were underway in over one-third of the urban areas included under the provisions of the 1962 Federal-Aid Highway Act.

Today, I am glad to be able to report that the planning process already is well enough organized to meet the requirements of the act in about 100 urbanized areas. Every one of the remaining areas that will have to meet the requirements of the act by July 1, 1965, still has adequate time to do so if—and I emphasize if—those lagging show a sense of urgency about accelerating their progress.

There is no need for any area to fail to meet the requirements of the act and be denied Federal aid, but there is some danger that some might. In some cases, of course, the delay in organizing the planning work will not mean a delay in construction, since the States have scheduled the initiation of the planning process to be consistent with their anticipated construction programs in their urban areas. In some, it will be a considerable problem, but one that they can avoid by accelerating their progress.

Again, we regard this program as extremely significant in the development of our urban and metropolitan areas in the years ahead, and we are giving it top priority in our Office of Planning.

STUDY OF SCENIC ROADS AND PARKWAYS

At a meeting last week, the six member agencies of the Recreation Advisory Council agreed to ask the Department of Commerce to make a study of a proposed national program for development of scenic roads and parkways, with the general advice and participation of the Council members.

The study would seek to formulate general criteria for the selection of scenic roads and parkways; how much such facilities would cost; how they could be paid for; where they should be located; who would benefit; and how existing roads might be utilized to serve recreational purposes.

FEDERAL-AID HIGHWAY POLICY AFTER 1972

The Bureau of Public Roads and the State highway departments have recognized that it is not too early to begin assembling material for presentation to the Congress to serve as a basis for determining Federal policy with respect to highway aid after 1972. We are particularly gratified that this committee has approved, and the House has passed, H.R. 8853, which provides for a study of future highway policy and programs after that date. Under the authority of the Secretary of Commerce and in anticipation of the enactment of this bill into law, the Bureau is actively planning the steps necessary to carry out the necessary studies.

In this planning, as in the actual conduct of the work, the Bureau is looking forward to the cooperation of the State highway departments. Toward this end, the American Association of State Highway Officials has appointed a committee to work closely with the Bureau and in fact, the initial meeting of this committee with the Bureau staff assigned to the study is scheduled for later this week. We anticipate a cordial and effective relationship with the State officials, and with the city and county officials who will have a deep interest in the studies.

RELOCATION ASSISTANCE AND PAYMENTS

The Federal-Aid Highway Act of 1962 required, for the first time, State highway departments to render relocation advisory assistance to families to be displaced by highway projects on the Federal-aid systems. It also permits Federal-aid participation in the moving costs of such relocations, not to exceed \$200 for residence units and \$3,000 for businesses, if authorized by State law. The Bureau of Public Roads has issued detailed instructions concerning the application of these provisions.

Since October 23, 1962, the effective date of this requirement, all State highway departments have set up the machinery for rendering relocation advisory assistance.

Pursuant to Federal law, the payment of moving costs is dependent upon State legal authorization. When the Federal highway reloca-

tion provision was enacted in 1962, only eight States had statutory provisions on the subject. Many of these laws were very limited in their application, and were not as broad as the Federal highway provision.

Today, there are 19 States which have authority to make payments for moving costs. These States are Connecticut, Hawaii, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, South Dakota, Tennessee, Utah, Vermont, West Virginia, and Wisconsin. In addition, some States pay moving costs, such as Oklahoma, not pursuant to a specific statutory authorization, but by a decision of the State court or its attorney general.

In order to better evaluate the trend of development, the Bureau last summer completed a survey of State relocation assistance and payment activities, from October 23, 1962, to May 1, 1963, approximately a 6-month period.

During the period, residential or business buildings were involved on 704 Federal-aid highway projects. Approximately 21,000 residential units were removed from rights-of-way in the 6 months. Inquiries about relocation assistance were received from approximately 2,600 residents, or 12 percent of the total. Of the 2,600 inquiries, 2,200 were from urban residents. In 860 of the 2,600 cases, or approximately 4 percent of the 21,000 residential units, relocation was accomplished as a direct result of the assistance provided by the State highway department or its agents. Relocation assistance payments totaling \$6.3 million have been authorized as of December 31, 1963, to help defray relocation costs incurred by families and businesses displaced by construction of Federal-aid highways. As shown by table 5 this total provided for payments amounting to \$2.2 million to 14,412 families and \$4.1 million to 2,290 businesses. The 1962 act provided for Federal participation in such relocation costs, limited to the Federal pro rata share of total costs up to \$200 per family and \$3,000 per business.

SAFETY PROGRAM

The Office of Highway Safety was established in the Bureau of Public Roads 2 years ago to meet more adequately our responsibilities for safety in highway transportation. Urgent need exists for attention to this phase of the highway program. The National Safety Council recently announced 43,400 deaths and \$7.7 billion economic loss as the national traffic accident toll for 1963.

With this multibillion-dollar traffic accident liability and the interstate character of highway travel, we are concentrating our safety programs in areas of high priority where Federal resources can be used independently or in cooperation with others to produce worthwhile results. Continuing liaison is maintained with the automotive industry, with research activities, and with other safety programs in and out of Government to assure full consideration of the public interest in the resolution of safety issues.

During the last year, a nucleus of qualified specialists from several professional fields have been recruited for the staff of the Office of Highway Safety to supervise these important functions. Four operating divisions have been established, and all are engaged in projects designed to expedite application of the accepted approaches to traffic safety, and to assure the production and use of new knowledge. Particular attention is being devoted to these areas—accident reporting, traffic engineering, safety planning, uniform standards, police supervision, and driver licensing.

The Office of Highway Safety is now coordinating a comprehensive engineering-enforcement exercise in the Interstate System traffic corridor of U.S. Highway 66 from Chicago to Los Angeles. Emergency services to motorists, single-vehicle accidents, and traffic control requirements are being studied by engineering and enforcement departments of the seven States concerned. With the participation of our Office of Highway Safety, we look for the results to have general application.

The National Driver Register Service, an operating division in the Office of Highway Safety, was established by Congress in 1961. It is a voluntary driver record program for the States to exchange information on operators whose licenses have been withdrawn for driving while intoxicated or for responsible involvement in a fatal accident, in order to prevent their obtaining a license in some other State. All States and the District of Columbia now participate in this program. It has identified more than 38,000 such drivers since its inauguration on July 1, 1961.

The Office of Highway Safety also has the responsibility for providing leadership for the Interdepartmental Highway Safety Board.

Turning now to the bills before the subcommittee, may I say that the Department of Commerce and the Bureau of Public Roads strongly urge the enactment of H.R. 10055. This bill would authorize apportionments of ABC funds in the amount of \$975 million for fiscal 1966, as shown in tables 7 and 8, and \$975 million for the fiscal year 1967. These apportionments would be made about the middle of calendar year 1964 and 1965, respectively. Thereafter, \$1 billion would be apportioned annually for the fiscal years 1968 through 1973, if the recommendations of the President in his special message to the Congress on February 28, 1961, are enacted into law.

A comparison of future ABC authorizations as recommended by the President and as provided under H.R. 10055, with those that would be authorized by H.R. 9905 and H.R. 9906 is shown in table 9.

The amounts proposed by H.R. 10055 are entirely in accord with the recommendations of the President. However, pending bills H.R. 9905 and H.R. 9906, would provide authorizations for the ABC program of \$1 billion for each of the fiscal years 1966 and 1967 and thus would increase the level of authorizations by \$25 million in each of these fiscal years over the level recommended by the President.

The President in his 1965 budget proposed the enactment of legislation which would remove from the highway trust fund the revenues from the Federal excise taxes on aviation and motorboat gasoline. Assuming enactment of this proposal, trust fund revenues for the entire trust fund period, July 1, 1956, through September 30, 1972, are estimated to total \$53.068 billion. As shown in table 8, these estimated revenues would finance the \$37 billion Federal share of the interstate program based on the 1961 cost estimate, and the ABC program.

Any increase in the authorization for the fiscal years 1966 and 1967 above the \$975 million annual level recommended by the President would increase the possibility of having to impose more restrictive controls over the rate at which the apportioned funds could be obligated by the States. In this connection, highway trust fund's balances of less than \$50 million are projected for 3 years—1969, 1970, and 1971—and a balance of \$54 million is estimated for 1968. These balances make questionable the justification for the additional \$50 million ABC authorizations for 1966 and 1967 combined, which is contemplated by H.R. 9905 and H.R. 9906. Enactment of the \$1 billion authorization levels provided for in these bills may force the trust fund into a deficit position by 1969 if not a year earlier, unless administrative steps are taken to restrict obligations to the levels projected under H.R. 10055. Even if the aviation and motorboat gasoline tax legislation proposed by the administration is not enacted, the trust fund balances for 1968 and 1969 will be marginal. Accordingly, the ABC authorization should be kept at \$975 million for another 2 years.

H.R. 10055 would also provide for funds in the amount of \$33 million for forest highways and \$3 million for public lands highways for each of the fiscal years 1966 and 1967. H.R. 9905 and H.R. 9906 would also provide \$33 million for forest highways for each year, but would provide \$9 million for public lands highways for each of the 2 years out of the general fund of the Treasury. The administration recommends that authorizations for public lands highways be returned to the annual level of \$3 million in existence prior to fiscal year 1964. In our view, establishment of higher authorization levels for this program departs from the established Federal-aid formula which traditionally has been accepted as providing the most equitable basis for apportioning highway funds to the States. The public lands highway program was established to provide assistance to States for construction of main roads through public land areas. States in which these public lands holdings exceed 5 percent of their total land area receive recognition of this fact through adjustments in the matching formula of the regular Federal aid programs.

The other highways provided for by H.R. 10055 and financed from the general fund are forest development roads and trails, public lands development roads and trails, national park roads and trails, national parkways, and Indian reservation roads and bridges. These are under the primary jurisdiction of other departments of the Federal Government, and therefore I defer to the views which may be expressed by those departments.

H.R. 10055 also includes a technical amendment to the declaration of policy expressed in the second paragraph of section 101(b) of title 23, United States Code, relative to completion of the Interstate System. The amendment is considered desirable in order to make this section conform with prior changes made by the Federal-Aid Highway Act of 1961 extending from 1969 to 1971 the period of authorization of appropriations for the Interstate System.

I appreciate this opportunity to discuss these pending bills with you.

(Tables and charts referred to follow :)

U. S. DEPARTMENT OF COMMERCE
Bureau of Public Roads

THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

IMPROVEMENT STATUS OF SYSTEM MILEAGE AS OF DECEMBER 31, 1963

TABLE 1

STATE	PRELIMINARY STATUS OR NOT YET IN PROGRESS 1/	WORK IN PROGRESS			OPEN TO TRAFFIC				TOTAL DESIGNATED SYSTEM MILEAGE	STATE
		END- FILING OR RIGHT-OF- WAY	UNDER CON- STRUCTION	TOTAL UNDER WAY	TOLL FACILITIES	IMPROVED TO STANDARDS ADEQUATE FOR PRESENT TRAFFIC	COMPLETED TO FULL OR ACCEPTABLE STANDARDS	TOTAL OPEN TO TRAFFIC		
Alabama	227.2	241.7	120.6	362.3	-	95.8	109.2	205.0	874.5	Alabama
Alaska	-	-	-	-	-	-	-	-	-	Alaska
Arizona	183.4	359.3	40.4	399.7	-	253.3	324.6	577.9	1,161.0	Arizona
Arkansas	13.8	268.6	120.5	389.1	-	2.8	114.3	117.1	520.0	Arkansas
California	35.2	1,138.8	216.6	1,355.4	14.0	386.8	382.1	782.9	2,173.5	California
Colorado	325.7	122.8	61.4	254.2	-	108.5	259.6	368.1	948.0	Colorado
Connecticut	1.3	66.7	52.3	119.0	17.8	23.0	135.5	176.3	296.6	Connecticut
Delaware	-	19.5	4.0	23.5	14.3	-	2.6	16.9	40.4	Delaware
Florida	456.0	214.9	174.9	389.8	42.4	-	247.8	290.2	1,136.0	Florida
Georgia	70.8	501.5	247.1	748.6	-	75.2	809.0	884.2	1,103.6	Georgia
Hawaii	15.0	26.7	1.0	27.7	-	5.8	-	5.8	48.5	Hawaii
Idaho	98.6	221.4	24.2	245.6	-	75.5	192.4	267.9	612.1	Idaho
Illinois	553.0	408.4	119.7	618.1	155.1	150.7	404.3	710.1	1,581.2	Illinois
Indiana	109.5	472.3	109.9	582.2	156.9	10.2	259.9	427.0	1,118.7	Indiana
Iowa	129.9	227.1	87.7	314.8	3.6	6.0	254.7	264.3	709.0	Iowa
Kansas	156.2	98.1	91.5	189.6	107.1	35.8	232.4	455.3	801.1	Kansas
Kentucky	90.1	333.7	43.5	377.2	39.6	16.4	100.7	236.7	704.0	Kentucky
Louisiana	111.1	270.5	182.0	452.5	-	6.3	112.8	119.1	682.6	Louisiana
Maine	71.0	68.5	27.4	95.9	59.6	3.3	82.0	144.9	311.8	Maine
Maryland	22.1	87.3	38.2	125.5	52.4	69.7	84.1	206.2	353.8	Maryland
Massachusetts	44.0	66.2	104.3	170.5	126.3	30.4	76.7	233.4	447.9	Massachusetts
Michigan	117.3	145.5	34.3	179.8	4.8	5.6	750.3	760.7	1,077.8	Michigan
Minnesota	118.7	467.0	107.5	574.5	-	61.3	113.6	174.9	998.1	Minnesota
Mississippi	164.6	130.4	172.5	302.9	-	31.8	178.7	210.5	678.2	Mississippi
Missouri	1.0	442.5	132.7	575.2	3.2	187.2	338.1	528.5	1,104.7	Missouri
Montana	452.0	325.0	128.6	453.6	-	35.8	238.2	274.0	1,175.6	Montana
Nebraska	-	277.2	43.2	322.4	0.3	12.9	194.6	167.8	490.2	Nebraska
Nevada	70.4	216.3	98.5	312.8	-	10.6	141.3	151.9	535.1	Nevada

PRELIMINARY STATUS ON NOT YET IN PROGRESS	ENGINEERING OR RIGHT-OF-WAY IN PROGRESS	UNDER CONSTRUCTION	TOLLS FACILI- TIES	ADEQUATE PRESENT TRAFFIC	COMPLETED TO FULL OR ACCEPTABLE STANDARDS				
245	254	124	66	65	274				
New Hampshire	72.9	9.9	23.2	33.1	21.6	7.2	79.0	107.8	213.8
New Jersey	93.0	118.9	25.2	184.1	54.2	38.8	45.8	138.8	375.9
New Mexico	358.8	193.3	63.8	263.1	54.2	278.9	278.9	395.0	1,006.9
New York	125.6	181.9	73.2	255.1	494.8	44.3	307.4	846.5	1,227.2
North Carolina	221.1	85.0	53.0	138.0	-	64.6	345.0	409.6	708.7
North Dakota	126.1	123.2	31.6	174.8	-	25.3	281.7	267.0	567.9
Ohio	78.0	481.6	227.6	709.5	206.5	57.2	472.8	735.9	1,523.3
Oklahoma	127.3	100.3	107.6	207.9	174.4	47.0	237.6	499.0	794.2
Oregon	73.9	50.0	63.7	113.7	0.8	156.6	397.0	544.4	732.0
Pennsylvania	206.2	431.9	173.8	605.7	362.1	1.7	599.8	703.6	1,575.5
Rhode Island	8.1	27.1	12.8	39.9	-	0.3	22.9	23.2	71.2
South Carolina	114.9	177.1	89.4	266.5	-	61.2	256.1	297.3	678.7
South Dakota	43.0	306.6	82.5	399.1	-	48.9	197.8	286.7	678.8
Tennessee	97.2	490.3	310.1	740.4	-	62.2	157.8	220.0	1,047.6
Texas	604.1	752.9	357.3	1,110.2	30.1	332.8	952.8	1,315.7	3,030.0
Utah	417.9	280.5	130.2	410.7	-	28.3	78.0	106.3	934.9
Vermont	65.2	154.1	30.8	184.9	-	-	73.8	73.8	323.9
Virginia	298.0	220.4	252.1	472.5	39.0	43.2	200.4	202.6	1,053.1
Washington	128.2	179.4	97.1	276.5	0.3	192.9	127.7	320.9	725.6
West Virginia	278.0	81.1	34.7	115.8	85.9	-	51.2	137.1	530.9
Wisconsin	322.9	139.3	51.0	190.3	-	38.5	223.7	262.2	452.5
Wyoming	15.4	121.1	73.1	196.2	-	36.9	332.0	368.9	918.0
Dist. of Col.	15.4	3.3	5.6	8.9	-	1.9	2.4	4.3	28.6
Pending	2/ 152.8	-	-	-	-	-	-	-	2/ 152.8
Total	7,436.6	12,031.3	4,977.9	17,009.2	2,347.1	3,076.6	11,130.5	16,594.2	41,000.0

TOTAL OPEN TO TRAFFIC

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1/ Location studies and public hearings have been undertaken on many portions of the mileage in this column.

2/ Includes routes for which the final locations have not yet been determined.

TABLE 2.—*Interstate System authorizations through Feb. 29, 1964*

[Dollar amounts in millions]

Item	Total cost of work authorized				
	Actual through Feb. 29, 1964		Estimated remaining work as of Feb. 29, 1964		Total Interstate System costs per 1961 estimate
	Amount	Percent of total item costs	Amount	Percent of total item costs	
Preliminary engineering-----	\$860	80	\$219	20	\$1,079
Right-of-way-----	4,152	66	2,123	34	6,275
Construction-----	13,700	43	18,196	57	31,896
Subtotal-----	18,712	48	20,538	52	39,250
State highway planning and research-----					574
Public roads administration and research-----					357
Contingencies-----					819
Total-----					41,000

TABLE 4.—*Interstate System—Control of outdoor advertising agreements executed and payments made as of Feb. 29, 1964*

State	Total designated Interstate System mileage	Date control agreement executed	Payments to date			
			Date 1st payment approved	Number of projects		Miles controlled
				Adver- tising control projects	Inter- state support- ing projects	
Connecticut.....	295.5	June 23, 1961				
Delaware.....	40.5	do.....				
Hawaii.....	48.5	do.....				
Kentucky.....	704.0	June 9, 1961	July 3, 1963	1	7	\$65,488
Maine.....	311.4	June 19, 1961	July 15, 1963	1	15	39,286
Maryland.....	353.8	Jan. 18, 1961				
Nebraska.....	489.9	June 19, 1961				
New Hampshire.....	213.8	June 14, 1963	Feb. 12, 1964	2	16	49,802
New Jersey.....	375.9	June 27, 1963				
New York.....	1,227.2	June 19, 1961	Nov. 22, 1963	1	3	40,778
North Dakota.....	567.9	May 18, 1961				
Ohio.....	1,521.6	June 29, 1961				
Oregon.....	732.0	June 19, 1961				
Pennsylvania.....	1,575.5	June 23, 1961				
Rhode Island.....	71.2	June 28, 1963				
Vermont.....	323.9	Aug. 9, 1961				
Virginia.....	1,053.1	Nov. 20, 1962	Sept. 25, 1963	1	2	13,880
Washington.....	725.6	June 23, 1961				
West Virginia.....	530.7	June 19, 1961				
Wisconsin.....	452.5	do.....				
Total.....	11,614.5	(1)	(2)	6	43	209,234
						75.1

¹ 20 States.² 5 States.TABLE 5.—*Federal-aid highway program—Federal funds obligated for relocation assistance to families and businesses as of Dec. 31, 1963*

State	Relocation assistance ¹			
	Families		Businesses	
	Units	Federal funds	Units	Federal funds
Connecticut.....	83	\$13,100		
Hawaii.....	126	10,030	41	\$10,470
Maryland.....	126	21,962	21	56,701
Massachusetts.....	742	132,440	192	496,950
Minnesota.....	1,989	338,391	264	631,260
Nebraska.....	95	12,342	7	9,800
Nevada.....	465	88,307	33	86,868
New Jersey.....	1,442	215,753	392	836,760
New York.....	838	118,920	109	62,100
North Dakota.....				
Ohio.....	59	8,450	9	2,050
Oklahoma.....	2,174	386,580	284	753,600
Oregon.....	1,223	150,745	233	303,510
Pennsylvania.....				
Rhode Island.....	126	16,900	33	43,500
Tennessee.....	2,089	285,824	273	269,831
Utah.....	193	26,223	33	50,393
Vermont.....	24	2,790	7	9,850
West Virginia.....	1,213	165,660	82	165,900
Wisconsin.....	1,405	182,850	277	311,000
Total.....	14,412	2,177,267	2,290	4,100,543

¹ Excludes cost of advisory assistance.

TABLE 6.—Federal-aid primary and secondary highway systems—active and completed projects financed with primary, secondary, and urban funds as of Dec. 31, 1963

	Projects underway or authorized						Projects completed July 1, 1956, to date					
	Construction			Engineering and right-of-way			Total			Construction		
	Engineering and right-of-way			Total			Engineering and right-of-way			Total		
	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Total cost
Alabama.....	\$62.2	\$30.6	786.1	\$20.7	\$10.4		\$238.7	\$121.5	5,306.4	\$17.0	\$8.3	\$255.7
Alaska.....	72.1	66.1	364.2	21.9	20.7		83.8	75.2	1,193.6	6.1	5.7	89.9
Arizona.....	22.2	17.2	163.7	1.4	1.0		102.4	74.9	1,098.4	3.5	2.4	105.9
Arkansas.....	56.1	28.5	650.4	6.1	3.1		158.7	80.8	3,519.6	13.2	6.4	171.9
California.....	236.8	131.5	374.5	87.6	3.6		647.6	336.6	2,251.9	5.1	2.8	652.7
Colorado.....	18.5	10.6	213.1	7.6	4.3		184.9	99.1	2,409.2	18.3	9.7	203.2
Connecticut.....	31.8	15.4	36.3	20.9	10.5		108.6	53.6	177.0	3.0	1.5	111.6
Delaware.....	14.2	7.0	49.2	1.6	.8		39.5	18.9	298.2	1.6	.8	41.1
Florida.....	59.6	29.8	410.3	6.8	3.4		227.3	108.6	2,358.0	2.7	1.2	230.0
Georgia.....	74.7	37.8	788.4	22.4	11.2		259.3	129.3	3,759.6	13.3	6.4	273.1
Hawaii.....	16.8	8.0	20.5	4.0	2.0		32.3	16.2	71.2	7.3	3.6	39.6
Idaho.....	24.1	15.9	252.6	4.7	3.0		83.8	52.9	1,652.7	13.1	5.1	93.1
Illinois.....	163.9	87.0	842.6	28.9	14.5		548.0	283.6	5,332.7	42.1	19.1	561.1
Indiana.....	53.3	26.8	216.2	30.8	15.4		312.3	162.7	2,817.7	10.4	5.2	279.1
Iowa.....	52.1	26.5	791.5	3.2	1.6		268.7	140.4	7,873.3	21.4	10.7	270.3
Kansas.....	33.0	16.6	759.8	5.0	2.5		248.9	125.9	9,304.6	35.7	17.7	234.4
Kentucky.....	52.9	26.3	226.1	14.1	7.1		198.7	101.4	1,955.0	7.7	3.9	219.6
Louisiana.....	62.4	30.8	379.5	16.0	8.0		211.9	103.6	2,056.2	11.7	5.5	96.5
Maine.....	13.9	7.5	79.0	1.2	.6		84.8	42.5	674.2	2.0	1.0	142.0
Maryland.....	32.0	16.1	156.8	3.9	1.9		140.0	71.3	1,053.4	2.0	1.0	142.0
Massachusetts.....	50.1	24.6	64.0	18.2	9.1		211.4	101.3	283.5	25.9	12.8	237.3
Michigan.....	114.3	55.9	787.5	15.7	7.9		456.4	222.6	6,173.7	15.5	7.3	471.9
Minnesota.....	63.4	31.5	1,266.1	12.1	6.1		300.8	156.9	10,051.0	7.3	3.8	308.1
Mississippi.....	40.2	19.7	749.0	9.1	4.5		186.3	91.6	5,253.8	19.3	9.6	205.6
Missouri.....	76.8	38.7	340.0	47.0	23.6		307.1	158.2	8,812.3	51.4	25.6	358.5
Montana.....	39.4	23.4	479.2	4.6	2.3		154.4	95.5	3,114.7	17.3	9.9	171.7
Nebraska.....	31.9	16.0	724.6	3.9	2.3		205.7	108.1	5,302.9	20.3	10.1	226.0
Nevada.....	7.2	6.4	78.6	9.6	8.6		70.4	59.3	1,393.6	5.4	4.3	75.8
New Hampshire.....	15.4	7.7	63.0	.6	.3		59.7	29.8	302.6	3.0	1.5	62.7
New Jersey.....	75.8	37.6	96.1	48.7	24.4		152.4	76.7	328.6	12.3	6.1	164.7

[Dollar amounts in millions]

New Mexico.....	12.1	8.1	137.2	3.8	2.5	15.9	10.6	126.6	82.3	1,689.6	10.4	6.4	137.0	88.7
New York.....	332.2	154.6	416.3	12.6	6.1	344.8	160.7	876.0	419.1	2,394.6	14.5	7.0	890.5	426.1
North Carolina.....	71.8	35.7	349.9	22.2	11.1	94.0	46.8	237.8	119.8	3,978.5	48.6	24.1	286.4	143.9
North Dakota.....	154.3	86.0	1,292.3	1.8	1.0	35.0	17.7	138.3	70.7	8,832.5	7.3	3.7	145.6	74.4
Ohio.....	66.0	33.0	739.1	8.7	4.3	163.0	90.3	422.3	223.2	1,949.4	78.8	39.1	501.1	262.3
Oklahoma.....	46.5	18.8	149.2	8.6	4.3	74.6	37.3	252.6	127.8	4,224.0	9.2	4.4	261.8	132.2
Oregon.....	154.1	75.5	319.5	8.3	5.1	54.8	23.9	148.4	90.2	1,705.7	10.3	6.2	158.7	96.4
Pennsylvania.....	12.6	6.3	22.1	27.1	13.6	181.2	89.1	532.4	265.0	1,478.2	42.3	21.1	574.7	286.1
Rhode Island.....	50.1	25.6	185.9	16.5	8.2	29.1	14.5	52.0	26.1	1,176.2	8.4	4.2	60.4	30.3
South Carolina.....	25.9	14.3	652.1	1.2	.6	51.3	26.2	141.5	72.8	4,313.9	15.7	7.8	157.2	80.6
South Dakota.....	42.8	21.7	291.6	30.6	15.3	26.5	14.6	142.8	80.5	6,205.3	1.7	1.0	144.5	81.5
Tennessee.....	143.0	75.2	1,178.1	1.7	.9	73.4	37.0	246.9	124.8	5,149.1	13.5	5.4	260.4	130.2
Texas.....	20.9	16.1	35.3	5.4	4.1	144.7	76.1	770.5	397.4	13,043.9	4.6	2.5	775.1	399.9
Utah.....	6.9	3.5	35.3	1.9	1.0	26.3	20.2	78.7	55.4	1,094.7	7.5	5.5	86.2	60.9
Virginia.....	50.2	25.8	234.3	19.4	9.8	8.8	4.5	65.8	28.2	1,389.8	6.3	2.8	62.1	31.0
Washington.....	42.5	18.4	211.2	20.3	10.6	69.6	35.6	221.4	112.7	2,875.8	28.4	13.6	249.8	126.3
West Virginia.....	40.6	20.1	104.5	21.8	10.9	62.4	31.0	198.6	101.1	2,708.6	2.6	1.6	201.2	102.7
Wisconsin.....	21.9	11.2	234.2	25.2	11.9	47.1	23.1	302.6	44.7	4,945.9	14.4	7.2	104.0	51.9
Wyoming.....	13.7	8.9	164.3	3.3	2.1	17.0	11.0	100.4	66.7	1,661.7	3.2	2.1	103.6	68.8
District of Columbia.....	33.1	16.4	15.5	6.6	3.6	39.7	20.0	41.3	22.4	36.4	4.2	2.0	45.5	24.4
Puerto Rico.....	33.0	15.5	65.8	6.2	3.0	39.2	18.5	64.1	30.1	191.3	12.9	5.9	77.0	36.0
Total.....	3,074.5	1,604.9	20,718.6	732.1	345.0	3,806.6	1,949.9	11,525.9	6,014.5	166,035.2	792.1	400.8	12,318.0	6,415.3

TABLE 7.—Approximate apportionments of Federal-aid highway funds, fiscal year 1966

[In thousands]

State	ABC				Interstate (\$2,800,000)	Total (\$3,775,000)
	Primary (\$438,750)	Secondary (\$292,500)	Urban (\$243,750)	Subtotal (\$975,000)		
Alabama.....	\$8,322	\$6,359	\$3,277	\$17,958	\$57,615	\$75,573
Alaska.....	23,418	15,716	160	39,294	-----	39,294
Arizona.....	6,346	4,114	1,822	12,282	39,108	51,390
Arkansas.....	6,244	4,970	1,328	12,542	29,152	41,694
California.....	22,125	10,224	26,385	58,734	266,312	325,046
Colorado.....	7,220	4,683	2,482	14,385	36,930	51,315
Connecticut.....	3,254	1,787	3,839	8,880	39,329	48,209
Delaware.....	2,161	1,441	560	4,162	10,370	14,532
Florida.....	8,012	4,962	6,854	19,828	57,780	77,608
Georgia.....	11,153	8,383	3,950	23,486	51,326	74,812
Hawaii.....	2,161	1,441	905	4,507	21,871	26,378
Idaho.....	4,824	3,462	515	8,801	13,073	21,874
Illinois.....	16,385	8,983	15,652	41,020	145,291	186,311
Indiana.....	9,792	7,086	5,469	22,347	68,978	91,325
Iowa.....	9,807	7,305	2,606	19,718	35,247	54,965
Kansas.....	9,688	6,768	2,392	18,848	21,595	40,443
Kentucky.....	7,069	6,001	2,433	15,503	56,815	72,318
Louisiana.....	6,504	4,679	3,815	14,998	80,451	95,449
Maine.....	3,224	2,448	827	6,499	13,156	19,655
Maryland.....	4,348	2,728	4,407	11,483	51,023	62,506
Massachusetts.....	5,540	2,457	8,411	16,408	59,683	76,091
Michigan.....	13,490	8,472	11,054	33,016	108,527	141,543
Minnesota.....	10,936	7,710	3,996	22,642	72,039	94,681
Mississippi.....	6,880	5,763	1,431	14,074	33,841	47,915
Missouri.....	11,568	7,919	5,417	24,904	71,239	96,143
Montana.....	7,940	5,510	558	14,008	26,063	40,071
Nebraska.....	7,830	5,581	1,406	14,817	16,272	31,089
Nevada.....	4,985	3,315	368	8,668	14,038	22,706
New Hampshire.....	2,161	1,441	645	4,247	12,494	16,741
New Jersey.....	6,182	2,146	10,473	18,801	72,618	91,419
New Mexico.....	6,654	4,490	1,178	12,322	27,801	40,123
New York.....	19,712	8,586	28,074	56,372	131,970	188,342
North Carolina.....	10,151	9,087	3,197	22,435	22,781	45,216
North Dakota.....	5,492	4,027	428	9,947	12,301	22,248
Ohio.....	15,262	9,524	13,774	38,560	190,081	228,641
Oklahoma.....	6,670	6,036	2,689	17,395	33,510	50,905
Oregon.....	6,627	4,634	2,037	13,298	48,375	61,673
Pennsylvania.....	15,871	10,173	15,513	41,557	124,579	166,136
Rhode Island.....	2,161	1,441	1,466	5,068	10,260	15,328
South Carolina.....	5,549	4,846	1,746	12,141	24,050	36,191
South Dakota.....	6,010	4,353	443	10,806	18,286	29,092
Tennessee.....	8,626	6,792	3,472	18,890	70,191	89,081
Texas.....	26,237	16,573	13,546	56,356	126,013	182,369
Utah.....	4,725	3,065	1,271	9,061	40,322	49,383
Vermont.....	2,161	1,441	261	3,863	19,223	23,086
Virginia.....	8,609	6,675	4,226	19,510	84,643	104,153
Washington.....	6,895	4,660	3,648	15,201	58,056	73,257
West Virginia.....	4,335	3,879	1,283	9,497	41,922	51,419
Wisconsin.....	9,617	6,788	4,716	21,121	24,629	45,750
Wyoming.....	4,914	3,344	288	8,546	26,725	35,271
District of Columbia.....	2,161	1,441	1,530	5,132	40,046	45,178
Puerto Rico.....	2,161	2,403	1,873	6,437	-----	6,437

TABLE 8.—Program for completion of Interstate System

[Millions of dollars]

Fiscal year	Date made	Apportionments ¹			Disbursements ²	Revenues ²	Highway trust fund balance ²
		Interstate	ABC and other	Total			
Balance ³	June 30, 1956	315	1,665	1,980			
1957.....	June 29, 1956	1,000	129	1,129	966	1,482	516
1958.....	Aug. 1, 1956	1,700	359	2,559	1,511	2,044	1,049
1959.....	Aug. 1, 1957	2,200	1,380	3,580	2,613	2,087	523
1960.....	Aug. 1, 1958	2,500	906	3,406	2,940	2,536	119
1961.....	Oct. 8, 1959	1,800	878	2,678	2,619	2,799	299
1962.....	Aug. 1, 1960	2,200	883	3,083	2,784	2,956	471
1963.....	Aug. 17, 1961	2,500	929	3,329	3,017	3,293	747
1964.....	Sept. 21, 1962	2,600	955	3,555	3,600	3,496	643
1965.....	July 8, 1963	2,700	980	3,680	3,700	3,510	453
1966.....	July 1, 1964	2,800	980	3,780	3,790	3,600	263
1967.....	July 1, 1965	2,900	980	3,880	3,815	3,696	144
1968.....	July 1, 1966	3,000	1,005	4,005	3,882	3,792	54
1969.....	July 1, 1967	3,000	1,005	4,005	3,925	3,891	20
1970.....	July 1, 1968	3,000	1,005	4,005	3,990	3,991	21
1971.....	July 1, 1969	2,885	1,005	3,890	4,073	4,094	42
1972.....	July 1, 1970		1,005	1,005	4,163	4,200	79
1973.....	July 1, 1971		1,005	1,005	1,362	1,601	318
Total.....		37,000	17,554	54,554	52,750	53,068	

¹ Actual for fiscal years through 1965; estimated 1966-73.² Actual for fiscal years through 1963; estimated 1964 through first quarter 1973.³ Unpaid balance of prior authorizations.

TABLE 9.—Future ABC authorizations

[In millions of dollars]

Fiscal year	Recom- mended by President	Proposed by H.R. 10055	Proposed by H.R. 9905 and H.R. 9906	
			Amount	Increase over President's recommen- dation
1966.....	\$975	\$975	\$1,000	+\$25
1967.....	975	975	1,000	+25
1968.....	1,000			
1969.....	1,000			
1970.....	1,000			
1971.....	1,000			
1972.....	1,000			
1973.....	1,000			

FIGURE 1
THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS
STATUS OF IMPROVEMENT AS OF DECEMBER 31, 1963

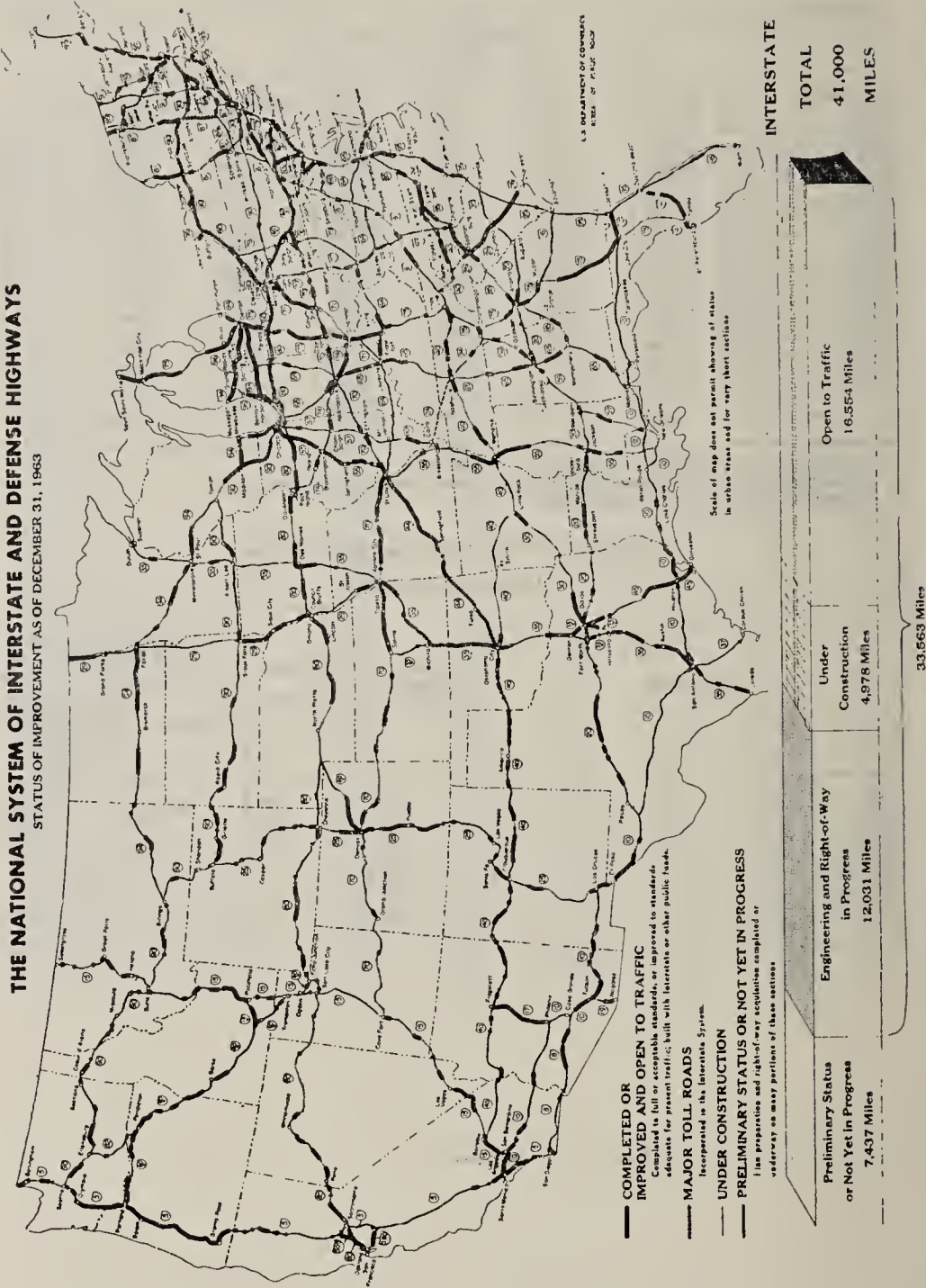
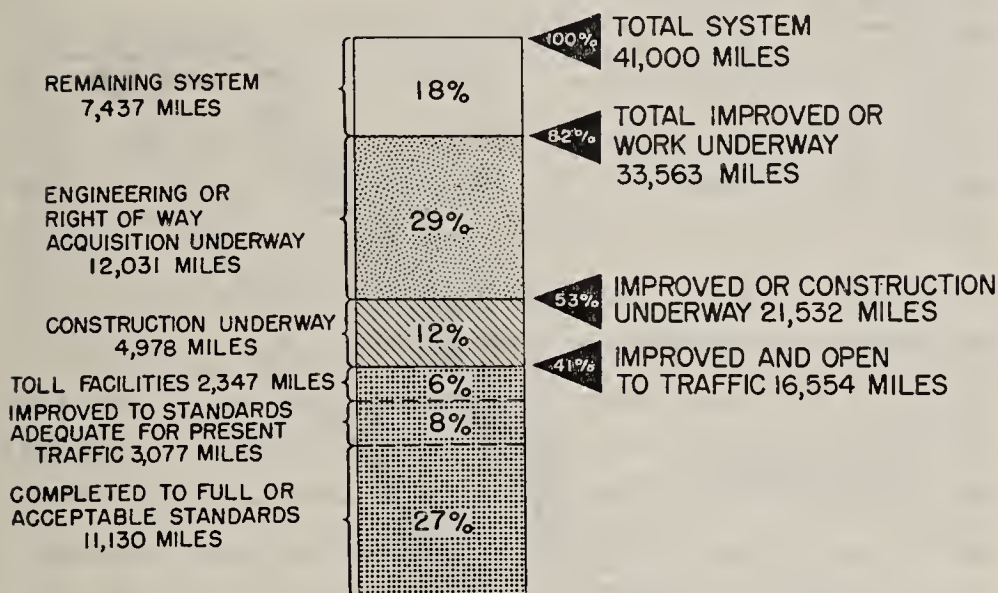


FIGURE 2
STATUS OF
INTERSTATE SYSTEM IMPROVEMENT
AS OF DECEMBER 31, 1963



CORRECTED

Mr. FALLON. Thank you, Mr. Whitton.

Mr. Whitton, I wanted to ask you a few questions. No. 1, as I understand, there is a resolution proposed by the American Automobile Association to defer the date of planning, for communities over 50,000, to a date in the future. I do not know whether they suggested any other deadline. I notice in your talk here this morning you are telling us how well this program is getting along, and that you did not feel there would be any great loss to anybody by keeping this 1965 deadline in the law.

What is your further reaction to this resolution passed by the American Automobile Association?

Mr. WHITTON. Mr. Chairman, we feel very strongly that the July 1, 1965, deadline should be kept, merely because the cities and communities, and the State highway departments, need to be getting started with this continuing planning process in order that they can qualify for Federal aid in those particular cities; and, further, in order that they can get the job of planning done in time to get the Interstate completed in that area by 1972.

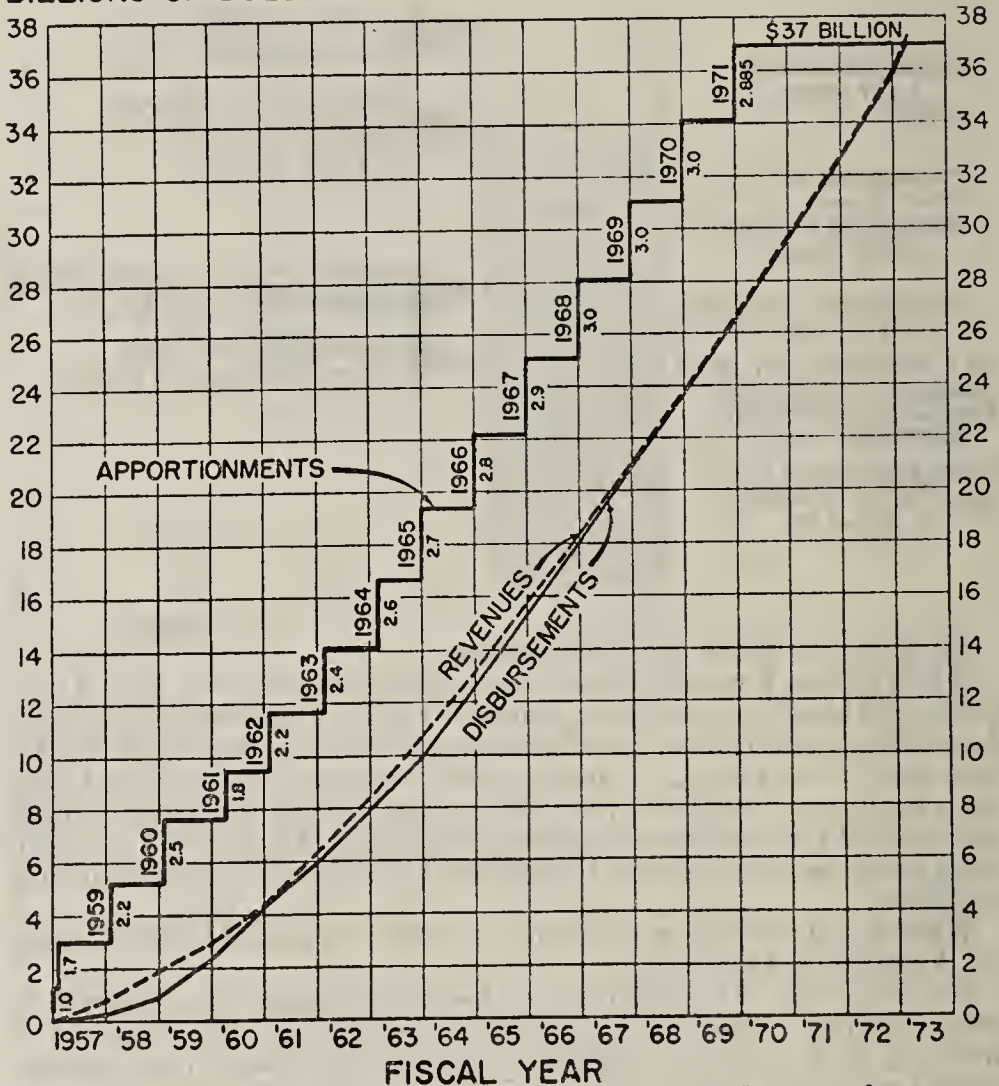
If we start postponing it, we will get to the point where we won't get done in 1972. We feel very strongly that there should not be any postponement of that date.

Mr. FALLON. Mr. Whitton, it is my recollection that when we considered this section of the law that it was presented to us that they must have a plan. It was suggested then, to relieve any opposition to the program at that time, to add the word "continuing." It means that

FIGURE 3

COMPLETION OF INTERSTATE SYSTEM IN 1972 PURSUANT TO 1961 ACT

BILLIONS OF DOLLARS



they do not have to have a completed plan, but they have to show some progress in the starting of a plan; is that not correct?

Mr. WHITTON. That is correct. I think this subcommittee was very wise in adding that word "continuing" to the requirement, because I do not think we will ever have a completed plan. We want to continue to study each community as it develops and as it grows, and keep in the planning what is taking place, so that we can do a more adequate job of planning for its transportation.

Mr. CRAMER. I have just a couple of questions, Mr. Chairman. I see you recommend a reduction for public lands highways from the \$9 million for this fiscal year to \$3 million for 1966 and 1967.

Mr. WHITTON. Yes.

Mr. CRAMER. I note in the committee report on the Federal-Aid Highway Act of 1962, on page 15, there is a discussion of the \$9 million figure, including the \$6 million addition. In that instance, there were some specific highways mentioned: West Virginia, Tennessee, North Carolina, Arkansas, Oklahoma, New Mexico, Montana, Arizona, and Utah.

It is hoped that, in allocation of the additional funds recommended, the Federal administrator will give priority to the needs. Has that been done?

Mr. WHITTON. We have given priority to the needs in all of the States; that is, generally in accordance with the acreage of public lands in that State as compared with the total acreage of public lands.

Mr. CRAMER. Do I understand that work has been done in these specific State areas mentioned in that report?

Mr. WHITTON. Some work has been done.

Mr. CRAMER. Is that the reason why you recommend a reduction to \$3 million?

Mr. WHITTON. No. Our reason for recommending the reduction is the fact that we think that those States that have public lands in great quantities are favored by an additional percentage of ABC money in those States.

In other words, instead of a 50-50 matching basis in some of the Western States, their basis is 75-25—or as high as 80 or up to 88 percent of the ABC money, compared with their 14-percent money.

Even the Interstate goes up to 95, I believe, in some States.

Mr. CRAMER. In other words, you did not feel that \$9 million was justified last year?

Mr. WHITTON. We did not recommend it.

Mr. CRAMER. That is right. It was added in the other body. You are recommending a reduction back to \$3 million?

Mr. WHITTON. Yes.

Mr. CRAMER. I was interested in your statement on page 16 relating to this year's authorizations for the increases as proposed in H.R. 9905 and H.R. 9906 for the ABC programs. The annual authorization would be a billion dollars for the ABC programs, or a \$25 million increase. Your suggestion is that, first, you do not think there are enough surplus funds available to make this other than a marginal operation, if that is done; and, second, if the legislation proposed for a reduction of aviation fuel tax and motorboat gasoline tax from the highway trust fund is passed, that funds will be reduced in the trust fund; is that correct?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. Can you give us your estimate of the figure of reduction broken down: one, aviation fuel tax, and two, motorboat gasoline tax, if the legislation is passed as proposed by the administration? How much money is going to be lost?

Mr. WHITTON. The total is \$350 million, we think, over the remaining life of the trust fund for both of them.

Mr. CRAMER. How much a year, then?

Mr. WHITTON. About \$50 million a year is the figure we have in mind.

Mr. CRAMER. \$50 million annually?

Mr. WHITTON. Yes.

Mr. CRAMER. Is the anticipated loss?

Mr. WHITTON. Yes.

Mr. CRAMER. If that legislation is enacted?

Mr. WHITTON. Yes. Would you like the figures per year?

Mr. CRAMER. Yes, I would; for the record.

Mr. WHITTON. 1965, \$49 million.

Mr. CRAMER. Fiscal 1965 is \$49 million.

Mr. WHITTON. Yes, sir. These are totals for both of them. Would you like to have this put in the record?

Mr. CRAMER. Yes, please.

(The document referred to follows:)

Estimated highway trust fund revenues under present and proposed legislation

[In millions of dollars]

Fiscal year	Present legislation	Reductions			Proposed legislation
		Aviation gasoline taxes	Motorboat gasoline taxes	Total	
1964	3,496				3,496
1965	3,559	22	27	49	3,510
1966	3,643	15	28	43	3,600
1967	3,740	15	29	44	3,696
1968	3,838	15	31	46	3,792
1969	3,937	14	32	46	3,891
1970	4,039	14	34	48	3,991
1971	4,142	13	35	48	4,094
1972	4,249	12	37	49	4,200
1973	1,627	+3	29	26	1,601
	36,270	117	282	399	35,871
1957-63	17,197				17,197
Total	53,467	117	282	399	53,068

Mr. CRAMER. The average is \$50 million.

Mr. WHITTON. Yes. It is \$399 million, a little less than \$50 million a year for the remainder of the lifetime of the trust fund.

Mr. CRAMER. For the balance of the 8 years is \$399 million.

Mr. WHITTON. That is right.

Mr. CRAMER. It averages about a \$50 million loss if the aviation and motorboat gasoline legislation is passed, reducing the tax.

Mr. WHITTON. That is right.

Mr. CRAMER. Has your Department made a recommendation relating to that legislation?

Mr. WHITTON. Yes.

Mr. CRAMER. What is the recommendation?

Mr. WHITTON. As I recall, I made it myself and offered no objection. I think that is the statement we made.

Mr. CRAMER. Could you explain to this committee why you made such a recommendation if this is going to be the result?

Mr. WHITTON. The aviation and motorboat gasoline is not used on the highways. We were unable to take a position that we should retain it because it was not used on the highways. That is the best reason I can give, Mr. Cramer.

Mr. CRAMER. You recommended it and the President recommended it. That is what it amounts to.

Mr. WHITTON. The President recommended it.

Mr. CRAMER. That is right. The administration, initially when this was passed in 1956, recommended that aviation, motorboat, and all

other gasoline be taxed on the same basis. In effect, this recommendation is a change of policy that has been in effect since 1956; is that not correct?

Mr. WHITTON. Yes; that is right.

Mr. CRAMER. The reason I mention it is that there are a lot of other adjustments that might be justified, as I see it, relating to the contributing moneys to the trust fund. There have been a lot of suggestions, have there not, with regards to adjustments?

Mr. WHITTON. Yes. I would hate to have to enumerate them.

Mr. CRAMER. That is right; taxicabs is another. Have you made any recommendation relating to taxicabs?

Mr. WHITTON. We reported on the bill.

Mr. CRAMER. I beg your pardon.

Mr. WHITTON. We reported on a bill.

Mr. CRAMER. How did you report on it? It came out of the Ways and Means Committee the other day.

Mr. WHITTON. We opposed it.

Mr. CRAMER. It is H.R. 5050, as I remember, giving a 2-cent gas tax rebate to taxicabs.

Mr. WHITTON. We opposed it by letter. We did not appear.

Mr. CRAMER. Is it not true that if favorable consideration is given to these different reductions in tax proposals the effect is going to be to cut back the highway program in some way.

Mr. WHITTON. That is right. It cuts back the trust fund.

Mr. CRAMER. Do you not feel that with the program halfway over that it would be better not to create new problems and make new adjustments in the middle of the program which the States and your Bureau will have to adjust to? Would it not be better to go ahead and finish the program and talk about adjustments after 1972?

Mr. WHITTON. I think the trust fund should remain intact as it is as much as possible.

Mr. CRAMER. Now you disagree with the President?

Mr. WHITTON. No, I did not disagree with the President.

Mr. CRAMER. It is a gentlemanly disagreement. You agree in particular but disagree generally.

Mr. FALLON. If the gentleman will yield, I think the answer was "as much as possible."

Mr. CRAMER. As you know, obviously the gentleman from Maryland and myself have been rather anxious to live up to the suggested commitments, or what I consider somewhat of a commitment, on ABC highways to go to the \$1 billion figure this fiscal year. The choice apparently is between doing that or passing the gas tax cut for aviation and motorboat gasoline.

Unfortunately, that is not a choice this committee has, other than on the authorization end of it. I think we are entitled to express ourselves on the authorization end of it, at least. I am glad that the gentleman agrees with us, at least, generally in principle.

You mention on page 10 that last year we passed legislation to authorize a study of the highway program needed after 1972, H.R. 8503. As I gather by your testimony on page 11, due to the House passage of the legislation you are going ahead, tooling up in anticipation of the Senate action on the legislation; is that correct?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. I am at a loss to know why the other body has not acted, and I trust they will, although it appears that this, as other things, will be bogged down with the civil rights matter, which it is my hope that the other body will act on early this year.

You are going ahead with it regardless; is that correct?

Mr. WHITTON. Yes, sir. We think they will act on it. The House has acted on it, and we think we should not lose any time.

Mr. CRAMER. I assume you have made contacts with the States?

Mr. WHITTON. Yes, sir. We made contacts with the association and their president, Mr. McMorran, has appointed a committee from the State highway administrative officials. We are meeting with them the first time this week to go over a basic outline of what the study should encompass.

Mr. CRAMER. I gather by your testimony that you believe that the Interstate Highway System program is on schedule and under present construction would be completed by 1972.

Mr. WHITTON. That is my belief. I think the obligation of the money is a very good measure. As I said here, last December 31 we had around \$350 million balance which is just about a month's work. So that is pretty close to on schedule.

Mr. CRAMER. You expect it to be completed by 1972 as programmed?

Mr. WHITTON. Yes; it is my expectation.

Mr. CRAMER. That is all I have, Mr. Chairman.

Mr. FALLON. Are there any questions, Mr. Ryan?

Mr. RYAN. Mr. Whitton, I would like to ask you some questions concerning the relocation assistance. In order for it to be applicable in the various States, do the States have to pass legislation themselves in order for this to be paid within the States?

Mr. WHITTON. Most of them do, yes, sir; and several of them have.

Mr. RYAN. I notice there are 19 States.

Mr. WHITTON. Nineteen States; eleven States have passed some sort of legislation since the enactment of the law and 1 State, Oklahoma, and maybe others, have complied by decision of the State court or its attorney general.

Mr. RYAN. In order for States to reap the benefits, the States have to pass some legislation to implement this.

Mr. WHITTON. Yes, sir.

Mr. RYAN. Is that usually on a matching basis or does it vary?

Mr. WHITTON. On a matching basis?

Mr. RYAN. Yes.

Mr. WHITTON. The same ratio as the construction.

Mr. RYAN. That would be 50-50?

Mr. WHITTON. Fifty-fifty, or ninety-ten.

Mr. RYAN. Depending on what kind of road or classification it is.

Mr. WHITTON. Yes. Of course, we have a limitation, \$200 per family and \$3,000 for a business.

Mr. RYAN. Does the State have to match that according to the same amount or is there a formula?

Mr. WHITTON. No. It would depend on what State. The State could determine its own contribution. I do not know exactly. Suppose it was going to cost \$600 to move a family. All we could pay is \$100 if it was on ABC. The State could pick up the rest if it wanted. If a business costs \$3,000 to move we could pay half of it or \$1,500 if it was ABC and the State on the other half.

Mr. RYAN. I would like to turn to the matter of the safety program.

Mr. WHITTON. If I am incorrect in my answers, I would like an opportunity to correct them in the record, please.

Mr. RYAN. Very well. Talking about the safety program, I notice there were 43,400 deaths last year, probably several hundred thousand injuries and the economic loss was estimated at \$7.7 billion.

Can you tell me just what your department is doing concerning establishing any method of safety or commencement of enforcement of safety?

Mr. WHITTON. Yes. I covered that in the next paragraph.

Mr. RYAN. That is a lot of generality. What specifically is being done?

Mr. WHITTON. In this one area where we are making a study of Highway 66 from Chicago to Los Angeles, we are making a cooperative study with both engineering and enforcement people to see what things can be done that can correct the situation.

Another idea that we hope to develop is to encourage the States to spend a little money, with Federal aid, on accident-prone locations, where the experience has indicated that there are a lot of accidents occurring for various reasons. Maybe the shoulders are narrow, maybe narrow bridges, maybe sight distance. Of course, any new construction project corrects those. I think we could select some individual locations or items along a road and correct those items and add greatly to the safety.

I know that maintenance operations are often not as good as they should be. I am speaking from personal experience now. I am not talking about any other State except the one I was in. Maintenance operations are not always as good as they should be and the shoulders are low, below the level of the pavement, and many times a car goes off the edge of the pavement. Of course, it was the driver's fault that it went off the edge of the pavement, but it was not his fault that shoulder was low and caused an accident.

A friend of mine was injured in Missouri about 2 weeks ago in which I am sure that the car went off the edge of the pavement and lost control. I am also sure that the road made a contribution to that loss of control.

I think we can do something about correcting those conditions, either by surfacing the shoulder or by maintaining a better shoulder.

Mr. RYAN. It is my experience that most accidents are caused by people violating the law one way or another, either speeding or drunk driving or various other reasons. Can any of this money be allotted to the road patrol or State highway police or whatever agencies they have?

Mr. WHITTON. I did not catch the last part of your question.

Mr. RYAN. I say can any of this money be allotted to the safety patrol or State police or whatever unit they have?

Mr. WHITTON. No, sir.

Mr. RYAN. I would like to ask why it could not be allotted for that purpose?

Mr. WHITTON. The law requires it be spent for construction and engineering.

Mr. RYAN. In view of the fact that there are 43,000 deaths a year, would you have any objection to an amendment being placed in here that a small percentage should be turned over for law enforcement?

Mr. WHITTON. Right offhand, yes. I think we ought to keep our money for the building of roads and acquisition of right-of-way and engineering features.

Mr. RYAN. Whose liability should it be as far as enforcing the laws are concerned?

Mr. WHITTON. I think it is the States' responsibility for enforcing the law.

Mr. RYAN. Most of the States do not have sufficient money to have sufficiently large police patrols on the highways and that is why a lot of accidents happen. In other words, where the laws are enforced the accidents go down.

Mr. WHITTON. I think a lot of the States get money for enforcement out of the gas tax in their own State. I would like to call attention that the death rate on the Interstate System is 2.9 deaths for per 100 million and for the total country the total average is 5.4. The accident or death record on the Interstate System is almost half of what it is on the system as a whole.

Mr. RYAN. It goes back to the fact that on the ABC and other roads of the States is where most of the accidents occur.

Mr. WHITTON. I did not get the point.

Mr. RYAN. Most of the accidents occur not so much on interstate highways as other classes of highways.

Mr. WHITTON. Most of the accidents occur on other highways because the interstate highways are safer.

Mr. OLSEN. Could you give us the figure again?

Mr. WHITTON. 100 million vehicle miles—2.9 is the average on the Interstate System. The average for the country as a whole on the road systems is 5.4. Those are fatalities and not accidents. We estimate that we saved 3,000 miles last year on the completed portion of the Interstate System and will save 8,000 miles each year after 1972 on the Interstate System alone when it is completed. Those are very definite contributions.

Mr. RYAN. Does your safety highway committees support or push uniform legislation in the States?

Mr. WHITTON. Yes, that is one of our goals.

Mr. RYAN. Have they advocated anything like uniform licensing in the States?

Mr. WHITTON. Yes. I mentioned that on page 14 of my statement.

Mr. BALDWIN. Mr. Whitton, I want to thank you for your very helpful and constructive statement. I want to ask a question on table 8 in which you show the projected estimates year by year for the remaining period of the construction program.

I notice that the highway trust fund balance on the projected estimates gets down to a \$20 million estimated clearance in 1969. Do I understand correctly from your statement that these estimates are based upon no changes in what goes into the trust fund? In other words, this is based on an estimate that does not involve any legislation being passed to remove the aviation fuel or motorboat gasoline?

Mr. WHITTON. This assumes the change in the motorboat and aviation fuel.

Mr. BALDWIN. Effective as of what date?

Mr. WHITTON. Sometime this year.

Mr. BALDWIN. But it does not assume any change in the proposed bill that the Ways and Means Committee put out to remove the 2 cents from the taxicabs?

Mr. WHITTON. No, sir.

Mr. BALDWIN. As I understand it from talking to one or two members of the Ways and Means Committee, I heard a figure of \$14 million that would be reduced per year if this taxicab bill went through.

Do you have a figure on that?

Mr. WHITTON. Our estimate is the same as the Treasury's of \$7 million a year.

Mr. BALDWIN. That \$7 million a year cumulative by 1969 would put this Highway Trust Fund in the red as compared to this \$20 million clearance in your chart, as I understand it.

Mr. WHITTON. That is right.

Mr. BALDWIN. That would be true, would it not?

Mr. WHITTON. Yes, sir.

Mr. BALDWIN. Thank you.

Mr. SCHWENGEL. First I want to say it is good to see an old friend and neighbor from Missouri before this committee again. I join the others in paying tribute to the fine statement you made this morning.

Mr. WHITTON. Thank you.

Mr. SCHWENGEL. And to indicate expression of your concern in the fact that you are pretty well on top of this and apparently very dedicated to the objectives of the Bureau and trying your best to fulfill the intentions of the committee and the Congress. It is good to have somebody here with a report such as you have.

Mr. WHITTON. Thank you.

Mr. SCHWENGEL. I want to ask some questions, however, in order to get a better understanding and maybe a further description of some of the things you mentioned in your report.

On research and development, I notice that you say this is going forward—I am on page 6 now—very well. As one who is very interested in research and feels there is a great continuing need in this area, I wonder how much you are able in your department to supervise this research and study going in the various States to assure no duplication or lost effort or wasted effort.

Can you tell the committee anything about that?

Mr. WHITTON. Yes, sir. That is one of our projects along with the Highway Research Board, to collect and keep abreast of all previous research and all present research in order to eliminate duplication, except desirable duplication. We call it information storage and retrieval. This is the name of the project that we have, whereby we will keep a record of all the information concerning the research projects that have been done in the past and are being done now, to have the information available to the States so that they will know what work has been done and can use it. They will not even, in most cases, ask for duplicating research projects.

Mr. SCHWENGEL. You say you have the information available for the States?

Mr. WHITTON. Yes.

Mr. SCHWENGEL. Would it not be advisable for your department to go one step further and make it available to all the States and keep them abreast as you receive the reports?

Mr. WHITTON. We will. That will be done automatically.

Mr. SCHWENGEL. I think that is good judgment.

Mr. WHITTON. May I add something to this, too?

Mr. SCHWENGEL. Yes.

Mr. WHITTON. In addition to this, each project that the State submits for research work is approved in Washington, and so we have a record of it. We will have—I hate to say “control”—we will have a knowledge of what they are proposing to do ahead of time so that we could advise them, if necessary, on whether or not they do that particular job.

Mr. SCHWENGEL. Not only a knowledge but be in a position to counsel with them and advise them and influence them.

Mr. WHITTON. That is right.

Mr. SCHWENGEL. I think there is nothing wrong with your influencing them in a certain direction. I think this is what your department should do.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. If we are going to avoid duplication and wasted effort.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. And with all the need in research in this area, I think we need to be very concerned about this.

Mr. WHITTON. That is our position, job, and responsibility to see that in this, as in highway construction, there is not duplication and wasted effort.

Mr. SCHWENGEL. I want to commend you for your apparent interest in the development of a scenic road parkway system for America. You and I have talked before, and you know my interest in the Great River Road.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. Is there anything you can tell the committee about your feelings on this particular project and any other project that deals with this general subject? I think you are further along than some of the other people and have had a greater interest through the years. That is the reason I think it would be well for you to comment on that.

Mr. WHITTON. Mr. Schwengel, I think there are some tremendous possibilities and potential in the development of a scenic road and parkway system. I think it will be greatly used by people seeking recreation, and I think it will tend to reduce the congestion on some of our main routes. I personally favor it very much. This group that is now looking into it are the Recreation Advisory Council, composed of some six departments of Government; and they have asked the Department of Commerce, through the Bureau of Public Roads, to head up such a study.

The cost of this study will be participated in by all six of these departments. I would hope that in the end when this scenic road system is developed and laid out that it will be done as other road systems have in the past through the cooperation with the highway departments and will be constructed in that way.

Mr. SCHWENGEL. Also, I would like to say in this connection, I have noted, I think, some emphasis in my State, or some attempt at least, to make the present roads more scenic and more enjoyable to ride on. I notice you have provided for some rest areas, which I think is a very fine development.

Mr. WHITTON. The rest area program can be carried out under the Interstate program.

Mr. SCHWENGEL. It is a very fine development.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. It not only adds to the attractiveness of it, but adds to the safety that we are interested in, and encourages people to pull off the highway and take a rest when they are driving on long trips?

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. I have one or two other comments. I notice your statement indicated a concern that we may not have enough money to get this job quick enough. You and I both live in Missouri, and I remember when they first started paving roads in Missouri. They set a pattern in Missouri that I think we might consider as we move further into this program. You remember that road between Kirksville and Macon?

Mr. WHITTON. A 9-foot pavement.

Mr. SCHWENGEL. You had one lane, and you could build that all the way. That way, you could have hard roads and you could use that one lane and turnoff. Today this is not practical.

Mr. WHITTON. No; I hope not.

Mr. SCHWENGEL. I think it might be practical, sir, if you would consider, in such areas as the route from Sioux City to Council Bluffs, to build a two-lane highway. The standard to which you build the two-lane highway is a higher standard than almost any other two-lane highways, or equal.

What is the matter with building the two lanes, and acquiring the land for four lanes and building two lanes until the traffic justifies four lanes?

Mr. WHITTON. On Interstate?

Mr. SCHWENGEL. Yes.

Mr. WHITTON. I do not think it is right from the safety standpoint, almost, alone. People used to driving a dual-lane pavement and, suddenly coming onto 2 lanes for 10 miles or 50 miles could cause our accident record to go up tremendously. I do not think we ought to do it.

Furthermore, I think we will never be able to build roads any cheaper than now. I think later on it would cost us more money to build two more lanes on the same right-of-way, because we would have to contend with traffic and we would create traffic hazards in building the two lanes on the same right-of-way.

I think, personally, we ought to build dual-lane pavement on all of the Interstate System as quickly as we can get to it. I hope that this committee, and this Congress, will see fit to do that. We have some 2,000 miles on the Interstate System now that are projected to receive only two lanes, but I hope when we present the new estimate next year, and tell you how much it will cost on January 1, 1965, that you will instruct us to go ahead and build dual lanes on the whole Interstate System, for safety and economic reasons.

Mr. SCHWENGEL. I do not want to carry this on further, but let me say that there are many people in Iowa who do not think it makes much sense to give attention to that Sioux City-Council Bluffs route and sacrifice the east and west route.

Mr. WHITTON. Is that 29?

Mr. SCHWENGEL. I forgot the number. It is the north and south route. And postpone the completion of the highway 80 east and west, as a result, which will carry, we estimate and according to your estimate, 20,000 cars a day. The highest estimate I ever saw, for the four-lane highway between Sioux City and Council Bluffs, would be 5,000 cars.

Mr. WHITTON. Iowa can complete 80 clear across the State, if it wants to, before it starts on that road you are talking about.

Mr. SCHWENGEL. I know this is true, but the highway commission is not doing it. I am wondering if it would not make sense for us to write into Interstate law, or give consideration to writing into Interstate law, now, some kind of preference system so that the roads that are going to be used most, and can be of the greatest economic benefit to the country, would be built first.

Mr. WHITTON. The 1972 completion date is going to force it, almost. I think we can encourage the States, and we are encouraging the States, to build as much mileage as they can on a cross-country route like that. In fact, we are trying to develop a completed cross-country route in 3 years—one or more—coast-to-coast and north to south. By encouraging the States, I think we can get done what you have in mind, without putting it in the legislation.

Mr. SCHWENGEL. I have one other question, and that has to do with the same subject.

In Missouri, I am told, your Interstate System is postponing building certain interchanges until after the highway is completed. I know there are a lot of interchanges being built, and somewhat out of proportion in certain areas to the population, it seems to me.

Here, again, I wonder if it would not be well if we consider some policy that might postpone the building of some of these interchanges until we make a connection between the great industrial centers, so that we can get earlier benefit of the system?

Mr. WHITTON. That can be done. We did, on route 66, across Missouri. We built a second lane along the same lane, which gave us a divided lane and which gave it to us earlier. That was our sole object in doing that; to get the dual-lane pavement and a safer pavement as quickly as possible. As we have opened that up to traffic, and traffic has developed to a high volume, it has been necessary now for us to go back in many places across 66 and build an interchange, because it was getting unsafe and people were killed. So, we have built many of the interchanges that we left out, but not all of them.

Mr. SCHWENGEL. It was good judgment, was it not?

Mr. WHITTON. I thought it was good judgment. I still think so.

Mr. SCHWENGEL. I do, too. I wish other States would follow your example.

Mr. WHITTON. It may not have been good judgment. I thought it was.

Mr. SCHWENGEL. I would like to see the main arteries of this Interstate System completed at the earliest possible time, because, as we increase the opportunity of movement of men and goods from coast

to coast, we are going to increase the economy of the States and the Nation, with the development of this very wonderful Interstate System. Thank you for a very fine statement.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Mr. Chairman, I would like to make a statement. Mr. Whitton's testimony relative to the program of highway improvement is most gratifying.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Highways are the very lifelines of our Nation and, if highway improvement does not keep pace with our expanding economy, the growing needs of an ever-increasing population, and the requirements of national defense, the entire country will suffer. The 41,000-mile Interstate System is of primary national importance, and its ultimate completion on schedule is essential to our national life; but, the approximately 850,000 miles of other highways on the Federal-aid primary and secondary systems play a more intimate role in the day-to-day lives of every man, woman, and child throughout the entire country.

As the members of this subcommittee well know, the vast majority of trips made by individuals in driving from their home to places of employment or to stores to shop, in transporting children to school in going from farms to towns, and in most other daily pursuits involve driving over one or more Federal-aid primary or secondary highways.

I have made a study of my congressional district and would like to report to the members of the committee and those present today, in the 14 counties of the First Congressional District of Tennessee, which I have the honor of representing, there will be on completion 122 miles of highways on the Interstate System, 776 miles of Federal-aid primary highways, and 1,587 miles of Federal-aid secondary highways, for a total of 2,485 miles.

Since commencement of the accelerated Federal-aid highway construction program in 1956, Federal-aid highway projects have been approved for 664 project miles in my district at a total cost of \$73,378,132, of which \$50,111,548 are Federal funds. Of the 664 project miles, 618 are primary and secondary highways, which construction costs total \$41,523,628, with the Federal share being \$21,745,502. The remaining 46 project-miles are on the Interstate System, which construction costs total \$31,854,504, with the Federal share being \$28,366,046.

The cities, counties in my district and the State highway department, and your department, Mr. Whitton, have done a good job in improving highways with the Federal funds made available. However, our present and future essential highway needs are far from being met. Much more highway improvement is required. I strongly support the authorization of additional funds for fiscal years 1966 and 1967 to continue the ABC program at an appropriate level and for continuation of the other Federal road construction programs.

You have done a good job in presenting your program, as usual, and after making that statement I would also like to say that if the gasoline tax used on the various waterways of our country is eliminated from the highway fund, I am very happy to see that part of that money will be used to clean up part of the waterways and our various

lakes, because it seems logical that the tax used on that particular lake or waterway should go for the benefit of where it is used.

Likewise the gasoline tax used on our highways should go for the improvement, construction, and engineering of our highways. I do not know what the outcome of that bill will be. It is in the House now, but, if it is passed, I am very happy to know that part of those funds will be used to clean up and improve the waterways on which the boats and equipment are used.

Thank you.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Thank you, Mr. Chairman.

Mr. FALLON. Are there any other questions?

Mr. Whitton, let me again thank you for coming up here this morning and congratulate you on a very fine statement.

Mr. WHITTON. Thank you.

Mr. FALLON. I want to say one thing before you leave us. Last week the Legislature of Maryland passed a bill that would increase the tax on gasoline 1 percent and also gave the State the right to issue bonds for construction of highways. All during the debate the emphasis was made by the members of the legislature that the State was not spending enough money on its secondary roads and too much on its Interstate System and they were not about to vote a tax or the right to issue bonds for further construction unless they got a promise from the Governor and the State highway officials that they would put more emphasis—not less emphasis on the Interstate—but more emphasis on the secondary roads.

I think the Members of Congress are starting to feel the same way about it. In order to get this huge program enacted in the first place we had to make certain commitments to the Members of Congress that not only would we not forget the secondary systems but we would increase the amount as we are in the bill today.

In other words, we have not in the past kept the commitment that we made to them because for several years we kept it at the same amount.

Again let me thank you and your two associates with you here this morning.

Mr. WHITTON. It is always a pleasure to appear before your committee, Mr. Chairman. Thank you very much.

Mr. FALLON. Our next witness is Mr. J. Burch McMorran, president, American Association of State Highway Officials.

I realize that this is not your first appearance before this committee. The members are well aware of the intelligent presentations at your previous appearances here, and certainly we expect the same this time.

STATEMENT OF J. BURCH McMORRAN, PRESIDENT, AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS

Mr. McMORRAN. Thank you very much, Mr. Chairman.

Mr. FALLON. I notice you have Mr. Alfred Johnson, executive secretary of the American Association of State Highway Officials, with you. Perhaps you would like to have him come up with you.

Mr. McMORRAN. Thank you, Mr. Chairman.

I am J. Burch McMorran, superintendent of the department of public works for the State of New York, and I am privileged to appear

here today as the president of the American Association of State Highway Officials.

We appreciate the invitation to appear here today, as I present the composite views of the State highway departments.

We say, without qualification, that we strongly support H.R. 9905 and H.R. 9906.

Our current policy statement, which was developed by the chief administrative officers of the several State highway departments, at our Portland meeting on October 21, 1963, fully supports these bills, and we feel strongly that the ABC bill authorizations should be set at \$1 billion annually from now until the Congress decides as to the size and character of the Federal-aid program after 1972.

We had the privilege and the pleasure of testifying in support of H.R. 8853 before this committee on November 21, 1963, with respect to a study to be used as the basis of the highway program after 1972.

At this time, we would like to quote from our policy statement as follows:

Item 11: That until such a future Federal-aid highway program is authorized by the Congress—

(a) The present basic percentages for the States matching interstate ABC system programs be continued, and that strong opposition be exerted against any proposed decreases in the Federal percentage of participation, in light of the many increasing demands made on State highway funds, to furnish and maintain highways;

The State highway department also support the current adjustment in effect for a State matching Federal-aid funds to compensate for the public lands within a State, when they exist in excess of 5 percent of the total area;

(b) The State Highway departments strongly support the current division of the total authorized ABC funds of 45 percent to the Federal-aid primary system, 30 percent to the Federal-aid secondary system, and 25 percent to the extensions of Federal-aid systems in urban areas, inasmuch as the 20 percent transfer provision of 104(c) of title 23, United States Code, Highways, provides sufficient flexibility to meet the needs of the individual States;

(c) The ABC Federal-aid highway programs be continued at a level of \$1 billion annually.

You will note that a copy of our policy statement is attached to the copy of this statement that you have in hand, and we would like for it to be made a part of the record of this hearing.

Mr. FALLON. Without objection, it is so ordered.

Mr. McMORRAN. Thank you, sir.

(The policy statement referred to follows:)

1964 POLICY STATEMENT OF THE AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS

As developed and adopted by the chief administrative officers of the State highway departments at their meeting in Portland, Oreg., October 21, 1963

(1) That the State highway departments, working together and with the Federal Bureau of Public Roads, have been responsible for the major road building efforts and highway technological advances of this Nation. This proven partnership between the State highway departments and the Bureau of Public Roads should continue to be utilized in the same manner as in the past in planning and constructing present and future Federal-aid highway programs.

It is in the public interest that the major Federal effort in the highway field continue in the form of Federal-aid to the State highway construction programs.

(2) That the State highway departments should vigorously oppose any proposals that would require a particular type of organization and operation for a State highway department as a prerequisite for receiving Federal-aid highway funds, inasmuch as all State highway departments are departments of sovereign State governments and must have the latitude of determining the type of orga-

nization and operation preferred by the people and that best suited to the individual needs of the States. Neither should State highway department employees be required to undergo any Federal training program as a prerequisite for the State to be eligible to receive Federal-aid highway funds.

The Federal-Aid Highway Act of 1936 required that the State highway organization be adequate for its purpose which, together with safeguards in existing Federal law, adequately protect the Federal interest.

(3) That upon the completion of a Federal-aid highway project, the road which belongs to the State and is maintained entirely at State expense, should be policed, operated, and maintained completely by the State, and without any Federal requirements, other than those currently set out in Federal law.

(4) That no Federal agency or official, other than Bureau of Public Roads, should have the approval power over Federal-aid highway projects initiated by the State highway departments. However, the State highway departments should develop their projects in close cooperation with other affected agencies at all levels of government. To extend the area of project approval could invite controversy and delay the initiation of vitally needed highway improvements.

(5) That the development of controlling highway design and construction standards and highway signing and traffic control methods is engineering in nature and should never be established by legislation, and the State highway departments should have a major role in the development of such matters when they pertain to Federal-aid programs involving the State highway systems.

(6) That it is of the utmost importance that the highway construction programs of this Nation be kept in balance for the various Federal-aid systems involved.

(7) That the Federal-aid funds provided by section 307(c) of title 23, United States Code, Highways, that are for planning, research, and development continue to be available to the State highway departments as now provided by law, and that the present use, matching and method of administering these funds be continued.

(8) That the State highway departments, through the American Association of the State Highway Officials, offer their full resources and cooperation to the Congress and to the Secretary of Commerce in making a comprehensive study of the Nation's highway needs to be used as the basis of formulating a Federal-aid highway program subsequent to 1972. The study should explore the indicated needs on the interstate and other Federal-aid systems together with the possible need for additional categories and should be made as expeditiously as possible.

(9) That the State highway departments, as the public agencies charged with the Nation's major highway responsibilities, should have an appropriate role in interpreting a national highway needs study into a recommended program for the consideration of the Congress.

(10) That it is essential the Congress make an early determination as to the size and composition of the Federal-aid highway program subsequent to 1972 to avoid the attendant adverse economic effects that would result from an interruption in the orderly planning and construction of a needed highway improvement program.

(11) That until such a future Federal-aid highway program is authorized by the Congress:

(a) The present basic percentages for the States matching interstate and ABC system programs be continued, and that strong opposition be exerted against any proposed decreases in the Federal percentage of participation, in light of the many and increasing demands made on State highway funds, to furnish and maintain highways.

The State highway departments also support the current adjustment in effect for a State matching Federal-aid funds to compensate for the public lands within a State, when they exist in excess of 5 percent of the total area.

(b) The State highway departments strongly support the current division of the total authorized ABC funds of 45 percent to the Federal-aid primary system, 30 percent to the Federal-aid secondary system, and 25 percent to the extensions of Federal-aid systems in urban areas, inasmuch as the 20-percent transfer provision of 104(c) of title 23, United States Code, Highways, provides sufficient flexibility to meet the needs of the individual States.

(c) The ABC Federal-aid highway programs be continued at a level of \$1 billion annually.

(12) That the association endorses the secondary road plan as set forth in section 117 of title 23, United States Code, Highways.

(13) That the association vigorously opposes the use of any Federal highway trust fund moneys for any purpose other than now authorized by law.

(14) That the contract authority procedure created by the Federal-Aid Highway Act of 1922, which gives the State the right to initiate Federal-aid highway projects as soon as the official apportionment of funds is made, should be restored and that the reimbursement planning procedure, which was installed as a temporary expedient in 1959, during the time that the Federal highway trust fund balance was below its requirements, should be eliminated in order that the individual State highway departments may plan a more orderly construction program and more efficiently utilize their State highway funds.

(15) That apportionments in the full amount of congressional authorizations for all Federal-domain roads should be made and utilized, and such funds should not come from the Federal highway trust fund.

(16) That the association endorses the interstate system completion schedule as outlined in the Federal-Aid Highway Act of 1961 and reassures the Congress of the individual State highway departments' ability to efficiently complete the interstate program within the time schedule, and warns of adverse economic impact of any interruptions, cutbacks, or stretchouts in the interstate program.

(17) That the association endorses the periodic interstate cost estimates as provided in section 164(b) (5), title 23, United States Code, Highways, and as further amended by the Federal-Aid Highway Act of 1963, as the only equitable and proper method of appropriating Federal funds to the several States to achieve simultaneous completion of the interstate system in all other States to adequate and proper standards.

(18) That there should be no sacrifice in the standards currently adopted for, and currently applied to, the interstate system, and that the matter of design standard development must never become static, but should be constantly reviewed and updated through the State highway departments—Bureau of Public Roads partnership process. Such standards should always be applied in a manner as to adequately accommodate the traffic needs of 20 years in the future to avoid premature obsolescence and to protect the highway investment.

(19) That the American Association of State Highway Officials, in the interest of highway safety and motorist comfort, recommends that the entire 41,000 miles of Interstate System be constructed as a divided roadway—freeway facility (minimum 4-lane design), and that the cost of changing the some 2,000 miles of Interstate roads, currently scheduled to be constructed as two-lane highways to four-lanes, be separated and included as a separate item in the next Interstate cost estimate submitted to the Congress, in order that the Congress may make a judgment on the matter.

(20) That adding mileage to the Interstate Highway System at this time could seriously impair the completion of the presently designated Interstate routes. The matter of additional routes should be considered only when a greater percentage of the currently designated System is completed, and when proposed additions can be more accurately evaluated.

(21) That the urban portion of the Interstate System is an integral and an essential part of that System, which should be planned and developed by the State highway departments in close cooperation with local governmental units and interested Federal agencies. The responsibility of initiation of projects must remain in the State highway departments and of final decision with the State highway departments and the Bureau of Public Roads.

The various modes of urban transportation should not be considered as competitive, but where conditions and needs warrant highways plus other modes of transportation, they should be planned to complement each other and any controversy over the merits of the two modes of transportation in regard to serving the needs of a particular part of the city should not be allowed to delay essential highway construction that is vital to the overall urban area development.

(22) That there should be no change in the law prohibiting the establishment of commercial services on the right of way of the Interstate Highway System, as set forth in section 111, of title 23, United States Code, "Highways."

(23) That there should be no change in section 113, of title 23, United States Code, "Highways," whereby the Federal determination of wage rates would be extended to projects on road systems other than the Interstate, nor should there be legislation to provide additional Federal control or jurisdiction over wages paid on projects located on the Interstate System.

The period for which wage determinations for Interstate highway projects are valid should be extended from 90 to 120 days.

(24) That the State highway departments recommend that Federal legislation be enacted so that Federal-aid highway funds may be used for the construction of connections to existing or future toll roads, where such toll roads and the connections are on any one of the Federal-aid highway systems.

(25) That appropriate action, by legislation if necessary, be taken to facilitate the acquisition of adequate rights of way for highway purposes over Federal lands. Present difficulties, particularly with regard to military facilities and land subject to withdrawal for power purposes, seriously delay and materially increase the cost of needed highway improvements.

(26) That action in response to requests made by the State highway department for reasonable and economically vertical and horizontal navigational clearances at highway crossings over navigable streams, indicate a continuing need for Federal legislation to make it mandatory, except in special cases where the requirements of national defense govern, that such clearances be determined on the basis of minimal costs to all the forms of transportation involved, and that the determination of the vertical and horizontal clearances be construed as engineering matters and not legislative.

Except in the special cases, where national defense governs, highway funds should be called upon only to finance reasonable clearance needs for normal waterborne transportation requirements for the foreseeable future. It is also recommended that there be better coordination established between the Corps of Engineers and the Bureau of Public Roads in the matter of channel stabilization in the vicinity of bridge crossings.

(27) That the State highway departments have approval of any and all proposals and plans designed to set aside elements of any highways, under its jurisdiction, for the purpose of installing rail transit or for the exclusive use of a special type of motor transport.

Such special use should be considered only after comprehensive studies show it to be the most economical and efficient arrangement possible, that it is in the public interest, and that such an arrangement will not create a safety hazard. The expenditure of highway funds should be limited to that portion of the facilities that are for highway purposes.

(28) That it is the considered opinion of the American Association of State Highway Officials, in order to effectively protect the Nation's enormous highway investment, that Congress continue a legislative ceiling on the sizes and weights of motor vehicles allowed to operate on the routes comprising the Federal-aid Primary highway system, including the Interstate System. The ceilings should be those that would provide an optimum balance, between the most efficient and the best economic life of the highway investment and encourage the efficient and convenient movement of goods and people in Interstate commerce.

Any State allowing the use of vehicles in excess of such a prescribed ceiling would be ineligible to receive Federal-aid highway funds. Such an imposed ceiling should not be construed as restricting oversize and overweight vehicles that are allowed by the several States under their special permit procedures, nor should it be less than the weights and sizes in effect in the individual States on July 1, 1956.

(29) That it is in the public interest for the Congress to authorize a special revolving fund from the Federal highway trust fund to finance the advance acquisition of right of way for Federal-aid highway projects, wherein a State would reimburse the special revolving fund from its appropriate Federal-aid apportionments at the time construction of a given Federal-aid highway project is authorized.

(30) That Federal financing, as now provided for the current Federal-aid highway program, be continued and protected so that the expressed intent of Congress, as outlined in section 101(b) of title 23, United States Code, "Highways," will have meaning. It was on the basis of this expression of the Congress that the State highway departments and the highway industry increased organizations and resources to handle the enlarged program.

All of the justifications that existed for the activation of the accelerated enlarged Federal-aid highway program in 1956, still exist and are even more apparent than at that time.

(31) That it is the expressed policy of the State highway departments, acting through AASHO, to pledge readiness and willingness to render proper service to public camping and recreational areas that may be authorized to be established, built, and administered by governmental agencies other than the State highway departments. It is the further expressed policy that if these areas

should be adjacent to the Interstate System right-of-way, they be accessible only through established interchanges. Rest areas established on the Interstate right-of-way by the State highway departments are not to be used as or converted to camping and recreational areas.

(32) That conservation and recreational agencies and others demanding additional features on highway construction projects, that are for the exclusive benefit for those agencies, be required to finance the costs of such features.

Mr. McMorran. At this time we will not attempt to give a detailed report on the status of the Federal-aid highway program, for to do so would probably duplicate the testimony of the Bureau of Public Roads. We will, however, use our appearance to discuss with you several phases of the program that we believe will be of interest to you.

For all practical purposes, the Interstate System will be a complete entity in 1972, although it is possible that special problems may prevent a few sections from being completed.

We do not believe that the matter is serious. We are, however, admonishing our member State highway departments to make certain that the reason for any incompleteness by the end of 1972 is something that is beyond their control.

We have heard considerable difference of opinion as to the cost of changing the design date of Interstate projects from 1975 to 20 years after the construction date. To support our contention that the increased costs will be relatively minor, we are developing the differential in costs in the periodic estimate of completing the Interstate System that will be presented to the Congress in 1965.

At the time that the geometric design standards were established for the Interstate System in 1956, we followed the accepted traffic density criteria for the changeover from a two-lane to a four-lane divided highway. We now find that these design criteria will result in approximately 1,800 of the total 41,000 miles of interstate highways being constructed as two-lane, two-way traffic sections, and sections of two-lane highways will be interspersed between divided four-lane roadway sections.

In reflecting on the matter, it is entirely possible that such a situation would tend to give drivers a false sense of security, and through habit they might attempt to pass on two-lane sections where conditions would not permit, creating an extremely hazardous operation.

Since less than 5 percent of the interstate mileage is involved, and the construction of planned two lanes will amount to over half the cost of a four-lane divided highway, the probable increase for the total program could be in the neighborhood of 2 percent. This is because a two-lane highway requires greater sight distance requirements, and we would be acquiring the ultimate right-of-way width and constructing overhead structures for ultimate four lanes at this time anyhow.

Granted that the expected traffic densities may not justify a four-lane divided road design, the safety and comfort of the public traveling on the Interstate System must be considered. Therefore, we are developing the increased cost in the 1965 interstate cost estimate in order that Congress may make a judgment on the matter after considering the money involved. We recommend favorable action.

The cost of highways has remained relatively stable since 1958, when compared with other construction programs. For this reason, we bring to your attention certain actions and proposals that would

result in decreasing the net amount in the Federal highway trust fund for building roads.

Please understand that we are not criticizing the actions, nor raising any questions of equity, but we are concerned that precedents and trends may be established that will result in more attempts to dilute the trust fund.

We refer to the diversion of fuel taxes from motorboats and from taxicabs, and added fringe benefits for labor, as well as official differences of opinion over what are on-site and off-site operations as they affect the applicable labor rates. All of these, in effect, decrease the net total of the trust fund. It is the prerogative of Congress to take such actions that in its own judgment are proper, but it may be faced with the problem of replacing the funds involved.

Highway transportation is our most flexible and universally used mode of moving goods and people. It is the popular mode of personal transportation. In some few cases, there is the need to complement highways with another type of transportation, but in all instances highways are needed. Highway transportation accounts for 15 percent of our gross national product, and one out of every seven jobs. We believe that in our planning, we can assume that the automobile is here to stay for a considerable period, and proceed on that basis as we look into the future after 1972.

It is essential that we know at the earliest possible date what the Federal-aid highway program will be after 1972, in order that the States may make full utilization of their own funds and personnel, and avoid any interruption in planning for highway development.

I have appointed a special advisory committee of top highway officials to work with the Bureau of Public Roads in the development of a procedural manual to be used for preparing the data for a comprehensive study of highway needs. This special committee will also work with the Bureau in interpreting and converting the findings of the study into a recommended program to be presented for the consideration of Congress.

We are striving to be completely impartial and objective in preparing a comprehensive highway needs study, and we believe that the study, in turn, should be factual and complete enough to, in time, develop the kind of Federal-aid program required for the future. The study, we hope, will cover all public roads, urban and rural, develop traffic needs of the future, consider an inventory of present facilities and their condition, involve a study of the financial capabilities of the States, and be of sufficient factual detail to determine the categories of Federal-aid systems needed and the division of available funds between them.

The American Association of State Highway Officials, as you know, is 50 years old this year. We will be holding our golden anniversary meeting in Atlanta, the city of our origin, this coming December 7 to 12. We certainly appreciate the joint resolution by the Congress in observance of our anniversary that was initiated by this committee. We hope to see a goodly number of this committee in attendance at that meeting.

Inasmuch as the Federal-aid program is now approaching the half-century mark, and since we are on the threshold of starting the most comprehensive studies of all time of our future highway needs, and

because with the passage of time new people become associated with the program who have not had the privilege of knowing the complete background of the relationship that has been the highway success story of America, we think it would be very desirable for the Congress in some manner, either as a part of this bill or in the report of the bill, to restate and reaffirm the principles of the extremely successful Federal-aid highway program of this country.

We understand these principles, in substance, to be as follows:

(1) That a State must provide a duly constituted State highway organization of adequate powers suitable equipped and organized to satisfactorily discharge the duties involved in carrying out the Federal-aid program.

(2) That the Federal-aid highway program is in the form of assistance to the State-highway program of the individual States and makes highway development a Federal-State partnership effort.

(3) That the Federal Government's contacts with the State on highway matters is with the duly constituted State highway authority with the State, in turn, becoming the contact with the various local governments as they may be affected.

(4) That legislative formulas govern the apportionment of all available Federal funds from which all executive discretionary power is removed.

(5) That all such Federal-aid funds are confined for use on designated systems based on statutory rules.

(6) That a monetary matching requirement on the part of the State is prescribed by statute which contains no discretionary nor waiver authority.

(7) That the right of initiative in the application of Federal-aid funds, project selection, construction, and administration is retained in the State subject to approval by the Bureau of Public Roads, in order to protect the Federal interest and to insure the need, adequateness, and durability of each project.

(8) That the ownership and the responsibility for all subsequent maintenance, operation, and policing is vested in the State upon the completion of a Federal-aid project.

(9) That participation by local units of government in the overall planning of Federal-aid projects is required where their interests are involved.

(10) That the direction and execution of the Federal-aid highway program is by trained and experienced personnel of the State highway departments and the Bureau of Public Roads, free from partisan pressures.

(11) That the Bureau of Public Roads and the State highway departments cooperatively utilize their experience and resources to develop and keep current those administrative and scientific techniques and standards needed to carry out the Federal-aid highway program.

We believe that it would be in the interest of everyone for the Congress to proclaim these principles again as a periodic reminder as we are on the threshold of looking into the future.

One of the programs of the recent Better Highways Information Foundation was the sponsoring of National Highway Week. Inasmuch as any successful National Highway Week operation primarily involves the several State highway departments, the American Asso-

ciation of State Highway Officials has officially assumed the sponsorship and the conduct of National Highway Week. For 1964, it has been scheduled for October 4-11, since the fall of the year is a more favorable season of the year for such an observance than the spring of the year that was used by the Better Highways Information Foundation organization.

Recognition of this week by an appropriate resolution of the Congress would be very helpful, indeed, and it would be appreciated by all of the State highway departments. We hope this committee will give the 1964 National Highway Week a push toward a successful operation by initiating such action.

In closing, we would like to express our appreciation for the privilege of appearing here and for your consideration of our views. The understanding and the support of Congress is indispensable to the fulfillment of our mutual objective—adequate and safe highways for this Nation.

Thank you.

Mr. FALLON. Thank you very much, Mr. McMorran, for your very fine and informative statement. We always look to the Association of State Highway Officials and their representatives to apprise us on just exactly what is needed to continue and complete this great public works program.

Mr. McMorran, in your statement, your organization, I understand, supports the amount of money for 1966 and 1967 be raised to \$1 billion.

Mr. McMORRAN. That is correct.

Mr. FALLON. You didn't specify the other categories of highways in the bills.

Mr. McMORRAN. No, sir.

Mr. FALLON. But you have no opposition to any slight increases that might be made along those lines?

Mr. McMORRAN. None whatever.

Mr. FALLON. Mr. McMorran, it has been brought to my attention—I don't know whether it came from your organization or people that are interested in the administration of the highway program—that the fees for engineering be a fixed percentage rather than reimbursed by an audit account.

Does that recommendation come from your association?

Mr. McMORRAN. I think some of the highway departments brought that up. I do not think it came directly from our association itself.

Mr. FALLON. I understand it would be a saving of manpower and money.

Mr. McMORRAN. I think it would certainly be a saving in manpower. It takes a number of our engineers and technical people to work on these audits. If some sort of percentage, such as you suggest, could be worked out, it would be helpful.

Mr. FALLON. Could that be worked out on an administrative level? I do not think it is necessary that you have any legislation to do that.

Mr. McMORRAN. I am not prepared to get into the legal angle but I think something of that kind would be very helpful. I do not know whether it would have to be by Congress or whether the Bureau itself could set it up or the General Accounting Office. It would be helpful if we could set some sort of percentage that we might agree upon that might not be any more expensive than it is now and free these people

who have to spend a great deal of time on the audit, if we agree to a formula of engineering that would be acceptable to the Federal Government.

Mr. FALLON. I think it is worth looking into. Maybe we can find out whether it can be done by the Bureau as an administrative improvement.

Mr. McMORRAN. I think it would be helpful.

Mr. FALLON. Mr. Ryan?

Mr. RYAN. Mr. McMORRAN, I know you have a very responsible position in building roads and trying to build them with the idea of making them safer.

On the other hand, in spite of the fact that these roads are being built in a better way the accidents still increase. I know you have great concern with the development of as much safety as possible. In your capacity as president of this organization, can you tell me what plans or studies are being considered by your organization to encourage the safety program?

Mr. McMORRAN. Are you referring now to my own State or the association itself?

Mr. RYAN. The association itself.

Mr. McMORRAN. I can't really speak for the association except that I know that several of the States are following the policy we are following in New York State. There are certain areas that we find are accident prone. An intersection, a narrow bridge, those are being reconstructed with Federal aid wherever possible to bring them up to standards and to improve their safety.

Is that what you mean?

Mr. RYAN. I was wondering what action had been taken by the organization as a whole, and whether it is a legislative program within the State or another type of program. In your State of New York you must have over 2,500 people killed on highways or maybe more.

Mr. McMORRAN. I do not know the exact number, but there are a number. We do pick these accident-prone places. Mr. Johnson points out that we do have a series of conferences between the various States and different State agencies on safety. I know we do in our own State, too. Of course, wherever we have been able to bring a section of highway up to modern type of standards the safety records improve.

I do not want to go into Mr. Whitton's testimony because you have already heard that. On the Interstate System the safety record is much better than on the normal highways.

Mr. RYAN. I agree with you. I know that is a fact. On the other hand, I think the time has come that we have to change our concepts to take further action. Just what course of action I do not know myself. But the fact that there are 44,000 deaths a year, plus untold accidents, means that we must look upon this more seriously than ever before and possibly take some action.

Mr. McMORRAN. Of course, you can design the safest highway in the world, but you can't design the safe rider. He is the one that generally gets in the accidents. It is not the roads.

Mr. RYAN. That is why I thought perhaps your organization would support uniform legislation throughout the States, such as uniform standards of licensing.

Mr. McMORRAN. We have these committees that have uniform laws and ordinances. That is one of the committees. Traffic control is another committee. I think they are all working toward that end. I do not know that we have a particular committee that deals strictly with safety—just the traffic committee.

Mr. RYAN. I understand. That is why I am bringing this up now so I can impress upon you when you have your organization meetings to give more thought to this important matter.

Mr. McMORRAN. I think that is one of the things that should be given high priority. The number of drivers are increasing on the highways, and the fact that cars are operating at higher speeds, we are trying to design these highways in every way possible to improve the safety situation and see that the driver himself is given every help as far as the highways are concerned. Again the driver is usually the one that causes the accident in one way or another.

Mr. RYAN. I want to thank you very kindly.

Mr. FALLON. Mr. Schwengel?

Mr. SCHWENGEL. First, I want to say it is good to see you and have a representative of your association before us again. I am keenly aware of the influence you have through the years. I was a member of the Iowa Legislature before I came here and worked closely with your people there to develop a system in the State of Iowa. I think the country should be eternally grateful to the significant influence you have had in getting us moving in the direction of extending the great basic freedom of movement we have here to more people.

Thereby we add to the prosperity and welfare of this country. I am aware of some mistakes that you have made in positions that you have taken in the past. You are, too, are you not?

Mr. McMORRAN. I am sure that is right.

Mr. SCHWENGEL. And some inconsistencies. I want to call attention to one that you may be making now with reference to insisting on four-lane highways everywhere now. I say to you, sir—and you were here when I talked to Mr. Whitton about it—Sioux City-Council Bluffs has a gap of 20 miles. They have four-lane highways, but a gap of 20 miles that will be several years there because of the changed position that the highway department has taken.

This four-lane highway provides no safety. In the meantime, they are using the old roads that are very unsafe. Would it not make much more sense, sir, if we had this vastly improved safe road even though it is just two lanes, building it with the fine shoulders we are building. Your own testimony says it will cost only 2 percent more to build them later. Would it not make a lot more sense for the highway commission to make the decision to build in this instance where they knew the traffic would never be over 5,000 cars a day a two-lane highway? Thereby increasing the safety over what they now have by 100 percent, and releasing funds to build a highway across Iowa that will carry 20,000 cars a year or two earlier.

Look how much safety would be developed there on the road that will be used four times as much, at least. The argument you are presenting here for 5 percent of the road could be a tremendous boost if we went ahead on the two-lane and completing the connection between industrial areas. The argument you are making here is an argument for four-lane highways on every road where we have 5,000

cars or more, and there are many on the ABC system. Would you recommend that?

Mr. McMORRAN. I would not take issue with the highway commissioner of your State. I am sure he is the one who should make his own judgment on that particular matter. We have plenty of roads in the ABC system that certainly need updating. I could not deny that for a minute. I am in favor of that. I do believe, sir, that the interstate system should be four-lane. We thought at one time in my own State of limiting it to two lanes in the more sparsely settled areas of the Adirondacks. After we studied it carefully and reviewed it with our own people we decided to build the four lanes. I had an experience not very long ago driving my own car where we came to a section of interstate that dropped back to two lanes. While we did not have an accident it was close to it. It was not all my fault. The other fellow was on my side, too.

I feel very strongly that our position is firm. It is one, I think, I have to maintain.

Mr. SCHWENGEL. You did not answer my question, sir.

I said it would increase the safety by 100 percent if we had a two-lane highway built to the standards we are building the four-lane highways between Sioux City and Council Bluffs and the people there now know it, too. That four-lane highway is of no use to anybody. They would now have a road completed to Des Moines where the traffic would have been four times greater.

I think that your position is wrong, and you ought to review this position, in the public interest. There is only so much money that we have, and, if you levy too many taxes at this level, you do not come back as a Congressman. This is one reason I am concerned about it. This is a precedent we have not had before. I suggest that you rethink this a little more.

Mr. McMORRAN. I am perfectly willing to review it. I must say that I feel my position is firm.

Mr. SCHWENGEL. Somebody gave me a sign, because I am so firm on things at times, too. It reads: "To hell with the facts, I have my mind made up."

Mr. FALLON. Mr. McMorran, let me again thank you and your association for appearing here this morning. We appreciate very much the help you have given this committee in the past. Thank you very much.

Mr. McMORRAN. Thank you very much; it is always a pleasure.

Mr. FALLON. We will insert here a statement from Don Clausen, of California.

(The statement referred to follows:)

STATEMENT OF CONGRESSMAN DON H. CLAUSEN

Mr. Chairman and members of the subcommittee, I certainly appreciate your indulgence in permitting me to enter my comments into the record of this subcommittee. While I fully recognize and support the gigantic job being done in the Federal-Aid Highway System, I would like to comment on the specific portion of the present bills—H.R. 9905, H.R. 9906, and H.R. 10055—that affects public lands development roads and trails.

I would urge your committee, Mr. Chairman, in its wisdom, to consider the best points of each of these proposals. I would urge special attention in the area of public lands development roads and trails for a number of reasons.

In the 10-year program for forest resource development, started in fiscal year 1963, development of forest access roads must continue at a rapid pace. Access roads are the key feature of the resource development plan. May I cite two specific reasons:

Continued development of access roads at a rapid pace will double local school district and county government income from timber sales by fiscal 1972.

Three of the counties in my congressional district—Mendocino, Humboldt, and Del Norte—are among those whose local tax bases are limited by heavy public ownership of lands. These counties are listed among the depressed areas of the Nation.

These areas are highly dependent on the percentage payment from Forest Service timber-sales receipts.

It is vitally important that the continued development of access roads be supported to sustain and expand this concept. Without it, the smaller timber operators, and the economy of these communities, would be in jeopardy.

The Forest Service estimates that continued rapid development of access roads will nearly double employment in timber-products industries by 1972. Since 16 percent of all our Forest Service lands are in or near labor surplus areas—and certainly my three northern counties are—this increased employment is vital.

Other powerful reasons can be cited: Access to protect our national forests from fire, insects, and disease; for recreation; and for salvaging resources, such as the large amount of timber blown down during the Columbus Day storm on the west coast in 1962.

May I say in summary, Mr. Chairman, that the forest access roads and trails program is reaping huge benefits. I wanted your subcommittee to be aware of its benefits to my district, and the obvious need to continue it with all due haste.

Thank you, gentlemen.

Mr. FALLON. The subcommittee is adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 12:02 p.m., the subcommittee recessed, to reconvene at 10 a.m., Wednesday, March 11, 1964.)

FEDERAL-AID HIGHWAY ACT OF 1964

WEDNESDAY, MARCH 11, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1302, Longworth Building, Hon. George H. Fallon (chairman of the subcommittee) presiding.

Mr. FALLON. The Public Works' subcommittee is continuing on H.R. 9905, H.R. 9906, and similar bills, and H.R. 10055, to authorize appropriation for fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Our first witness this morning is Gen. Louis W. Prentiss, executive vice president of the American Road Builders Association.

I want to say to you what I said yesterday to the witnesses and those who are guests, that the lack of attendance of members is not because they are not interested in the bill. The lack of attendance is because we are all for it, and there is no opposition to it.

When we have a controversial bill, we have full attendance. But this is a bill which I have not heard one member that I have talked to so far express any objections. That is, of course, one of the reasons why we do not have a better attendance.

The other is that our Brother Harsha has flood control trouble out in his district, and he has to stay close to the telephone in his office. Other members have problems that always happen in connection with these early morning meetings.

General, on behalf of the committee, I want to welcome you here this morning. You always give a very intelligent presentation when you come before us. We certainly have profited by your knowledge and your help, and the help which your organization always has been ready and willing to give to our committee.

You may go right ahead, General.

STATEMENT OF MAJ. GEN. LOUIS W. PRENTISS, U.S. ARMY (RETIRED), EXECUTIVE VICE PRESIDENT, AMERICAN ROAD BUILDERS' ASSOCIATION

General PRENTISS. I thank you.

Mr. Chairman and members of the committee, my name is Louis W. Prentiss, and I am the executive vice president of the American Road Builders' Association.

Mr. Chairman, I am privileged to speak for a national federation of 5,300 highway engineers and business organizations having a direct

interest in and responsibility for the orderly development of our Nation's highways.

We advocate the long-range, soundly financed highway construction program necessary to develop and maintain the highway systems adequate to meet the needs of our growing automobile population, the expanding national economy, and the national defense.

Our members include Federal, State, and local highway officials and engineers, educators, and students of highway engineering schools, and representatives of all segments of the highway industry.

Before commenting on the legislation which is before this committee today, I would like to express the appreciation of our association for the prompt attention given to H.R. 8853, the bill to authorize a comprehensive study of the future needs of the Federal-aid highway systems.

We recommended this as urgent legislation, and we were most pleased that special efforts were made to have the bill passed by the House before the end of the last session of Congress. Enactment of the bill is vitally needed to provide a sound starting point for the determination of the scope and financing of the Federal-aid highway program after 1972.

We are pleased to have this opportunity to come before this subcommittee in support of H.R. 9905, introduced by Chairman Fallon, and the identical bill, H.R. 9906, introduced by Mr. Cramer. While these bills differ from the administration bill only in the amount of authorization for the so-called ABC highway systems, and the difference in the proposed authorization is relatively small, we believe that the difference is, nevertheless, a significant one.

It is a significant difference because the bills introduced by Mr. Fallon and Mr. Cramer reflect the philosophy that in the face of expanding population, both human and automobile, we are not moving fast enough with the program to improve the Federal-aid primary, secondary, and urban systems, and that we should, therefore, in the interest of the public's safety, continue to expand this program.

On the other hand, the administration bill would continue the ABC program at the current level of \$975 million in Federal aid per annum. It is our opinion that this reflects a satisfaction with the current rate of progress which cannot be justified by the facts.

The Interstate System is emerging as a remarkable example of the way that our national highway system can be modernized through intense and coordinated effort.

I want to point out, Mr. Chairman, that the Interstate System has been engineered and built in the interest of safety, and the results of that effort are reflected in the fatality rate, which is only 50 percent of the fatality rate on what might be termed the other conventional roads, and the frequency rate, the accident frequency rate, is only one-third.

But we are not making comparable progress in the modernization of the ABC program. Many heavily traveled routes have the same narrow bridges, sharp curves, steep grades, soft shoulders, and other hazards that they had 25 and 30 years ago, even though the traffic burden has greatly increased.

So we see no reason to be satisfied with the rate of progress we are making in the ABC program, and we regard to \$1 billion per annum rate of Federal-aid authorization as the bare minimum needed to make

satisfactory progress in overcoming the many existing deficiencies of the ABC systems.

The Interstate System and the ABC highways will form a coordinated network of highways that will give superior service to the motoring public, provided that the two programs are kept in balance.

The Federal Highway Administrator, in a recent article on safety, pointed out that when the Interstate highway program is completed, it will have a capability and will save 8,000 lives a year. And in that talk, he pointed out that of those 8,000 lives a year, he computed, I believe, 6,000 as a result of the actual safety conditions on the Interstate System and 2,000 as reflecting a reduction in fatalities that would otherwise occur on the conventional types of highways, but will not occur now because the congestion will be relieved by the 20 percent of the total vehicle mileage that will be carried by the Interstate System.

However, if the ABC program is neglected, we will not have that saving, and it will not provide the feeders, connectors, and distributors to the Interstate System which are necessary to deliver these maximum benefits of which he spoke.

As highway travel increases, the hazards of driving on obsolete roads also increase. The National Bureau of Casualty Underwriters predicts that automobile insurance rates may increase as much as 5 percent in 1964. The Nation's largest automobile insurance company, State Farm Mutual, reports a 14-percent gain in premium income last year, but at the same time reported an underwriting loss of \$12 million. The cost of automobile accidents is shared by every insured automobile owner, whether or not he has an accident.

Reliance on automobile travel has become an integral part of the American way of life. The social and economic effects of highway transportation are wide reaching and profound.

As the late Commissioner of Public Roads, Thomas H. MacDonald, commented many years ago:

We were not a wealthy Nation when we began improving our highways—but the roads themselves helped us create a new wealth, in business and industry and land values—so it was not our wealth that made our highways possible. Rather, it was our highways that made our wealth possible.

This increase in wealth is most commonly measured by an increase in the value of land. These increases have been measured numerous times for all sorts of situations, ranging from urban commuter travel to farm-to-market travel. Annual increases in land value of up to 270 percent have been documented in various studies by the Bureau of Public Roads, on the areas opened up by modern safe highways.

It is more difficult to place a monetary value on the social effects of better roads, but there can be no doubt that these effects are far reaching and include some benefits which are not usually realized. For example, one study found that families located on hard surface roads were about four times as likely to maintain membership in churches, civic clubs, and other voluntary organizations as were similar families not located on hard surface roads.

The impact of better highways on health services has had a two-stage effect. In the first stage, doctors were among the first users of the automobile. Automobiles permitted them to increase the number of patients that they could call on—from five-seven to eight-ten.

The second stage occurred when the use of the automobile became more general and the practice of making home visits declined and the

patients, having achieved increased mobility, made it a general practice to visit the doctor's office. The typical doctor sees from 15 to 35 patients daily, an increase of doctor productivity which can largely be attributed to the use of improved highway transportation.

Numerous other social effects have been noted. Highways have improved the mobility of the labor forces, giving workers access to jobs which previously were denied because of the lack of suitable transportation.

In Detroit, for example, one out of five workmen are reported to travel over 10 miles to work. Many so-called farm-to-market roads have become home-to-work roads as a result of industry's decentralization and the dispersal of the labor force into the outer fringes of suburban areas.

Improved roads and schoolbuses, making possible the consolidated school, have caused the number of rural 1-room schools to decline from about 190,000 to 25,000 during the past 40 years.

Other educational improvements due particularly to improved highway transportation are gains in school enrollment and gains in the average attendance of rural pupils.

As our college-age population increases, it has become apparent that it would place an intolerable burden on colleges and universities if these institutions had to provide living facilities for all students. Commuting from home to college has become common and will, undoubtedly, become more common as college enrollments increase.

The economic impact of improved roads on areas of chronic economic distress is a matter of special interest at a time when this country's general prosperity is not shared by some localities with special problems.

There are three main varieties of distressed areas—manufacturing centers, such as the textile manufacturing cities of New England; distressed mining areas, where mechanized mining methods have drastically reduced employment; and distressed agricultural areas, where, for various reasons, farmers have lost the ability to remain competitive in the national agricultural economy.

Highway transportation can play a vital role in the economic improvement of distressed manufacturing centers because highways are a dominating force in attracting new industries and in the renewal of blighted areas of the community.

In Massachusetts, the radius of easy commuting by automobile for workers living in distressed cities was significantly increased, enabling these workers to travel to new jobs in new factories, particularly in the burgeoning electronics industry concentrated on the Boston circumference.

The problem of providing for the economic rehabilitation of distressed mining areas is a complex one, of course, that cannot be solved simply by building roads. But it is self-evident that the isolation of these centers and the lack of an adequate highway transportation system within the mining areas is a major deterrent to the development of new industries and the exploitation of recreation resources.

Better roads may also be valuable in improving the economic base of distressed agricultural areas. Although the prospect for reviving agriculture in most of these areas appears bleak, better roads would make it possible for a greater number of rural dwellers to commute to jobs in town while growing much of their own food at home.

Some predominantly agricultural areas near metropolitan centers have good prospects for economic development as centers of manufacturing and tourism.

Highway construction plays an important role as a generator of employment.

As the Bureau of Public Roads reported recently, highway construction this year will provide employment for an estimated 870,000 workers. This includes 370,000 on-site employees, and 500,000 persons in off-site jobs in the production, supply, and transportation of highway construction materials and equipment.

The grand total of 1,370,000 includes an additional 500,000 persons who are employed full time by Federal, State, county, and municipal highway agencies to plan, design, supervise, maintain, and operate streets and roads.

An April 1963, report of a study by the Bureau of Labor Statistics of the labor requirements of the highway program includes this statement:

All major parts of the economy are involved directly or indirectly to some degree in the construction of highways, so such construction activity generates employment throughout the economy.

It should be noted that highway construction generates employment not only in all major sectors of the economy, but also in all sections of the country. The ABC program in particular provides on-site employment in every locality, since these Federal aid roads traverse every county of the United States.

The Bureau of Labor Statistics study found that highway construction generates 216 man-hours of employment per \$1,000 of construction contract value, divided as follows:

On-site construction-----	91
Off-site:	
Construction -----	5
Manufacturing -----	65
Trade, transportation-----	38
Mining-----	9
Other industries-----	8
 Total, man-hours-----	 216

If we extrapolate this 216 to the increase in Federal aid which is a matter before this committee, and if we consider that the \$25 million of Federal aid is going to be matched with \$25 million of State funds, we are talking in terms of \$50 million, and \$50 million would produce 10,800,000 man-hours of work. Or if we reduce it to man-weeks of work—270,000 man-weeks of work.

The total payroll of the 1,370,000 people employed in highway construction, and by governmental highway agencies, is difficult to estimate, but \$5.9 billion seems a reasonable figure.

While the highway industry is an extremely important segment of the national economy and one in which widespread employment opportunities can be quickly generated by an expansion of the program, the most important economic effect of highway construction is that triggered by the completion of the roads.

The new road openings across the country are setting off chain reactions of industrial and commercial activity. They are the catalysts for the economic growth that we must have to provide jobs for the millions of young people who are joining the labor force each year.

The automobile provides one out of every seven jobs in the United States.

A country that leans so heavily on the automotive industry for employment and relief from unemployment problems certainly should take all steps necessary to insure that the product of this industry will have safe, adequate, modern roads on which to roll.

So we urge the committee to report H.R. 9905, carrying the \$25 million incremental increase in the ABC authorization.

In conclusion, we thank the committee for the consideration it has given to the American Road Builders' Association in the past and for the opportunity to present our views today.

Thank you.

Mr. FALLON. General, I want to thank you for your excellent statement.

Yesterday it seemed that some of the members interrogating the witnesses were trying to find out just what is being done, particularly when safety is concerned, in the highway program. I do not think that the members got an entirely satisfactory answer.

In your statement you are largely concerned about the ABC program, realizing that these roads must be kept in balance, one with the other, and that it is necessary to keep them in balance.

We talked about accident rates yesterday. Figures were given that were very much the same as yours this morning, chiefly that a large percentage of the accidents occur on secondary roads.

I was thinking, too, that very seldom do I perceive a schoolbus on the Interstate System. Most all schoolbuses travel into the community on secondary roads.

It seems to me that it is important that we stress more the ABC roads in the future, because of the problems and commitments we made, not only to the Congress but to the public, when we passed the 1956 act. We received our major support because of the commitments for the ABC program, in order to get the Interstate System passed.

You, too, have brought out in your testimony that \$25 million put into the road program per year under this act generates another \$25 million that has to be matched by the States, whereas on the Interstate System we put up \$1 million to \$10 million. So it is really 50-50 against 9 to 1.

With regard to the importance to the economy as far as spreading this work over the country is concerned, you also brought out, which I think was important, that this goes into every county and every segment of the States, and that it is better spread than if we just put it all in the Interstate System.

I am certainly glad that you and your organization are supporting this increment increase, which I think is not only necessary, but the right thing to do at this time.

Mr. Blatnik?

Mr. BLATNIK. No questions.

Mr. FALLON. Mr. Baldwin?

Mr. BALDWIN. General Prentiss, yesterday we had testimony by Mr. Whitton, which indicated that, according to his present estimate of disbursements versus amount coming into the trust fund, in 1969 we will reach the lowest marginal point, where there will not be more than \$20 million clearance in the trust fund.

Now, it was pointed out in the discussion yesterday that there are being efforts made now to draw funds out of the trust fund for other purposes.

I can see some justification, from a theory standpoint, in drawing out aviation fuel, because it does not relate directly to highway use, or drawing out motorboat fuel, but the effort to raid the trust fund to take out 2 cents a gallon for taxicabs to me is just unconscionable. But, nevertheless, this came out of the Ways and Means Committee with apparently no noticeable opposition in the committee.

It is perfectly obvious that with this kind of raid going on, the purpose for which you are trying to work would be defeated, in part, because any reduction in the funds from which the payments come would obviously make it more difficult to have any further increases in the ABC expenditure and might make it difficult for us to hold what we have got.

Now, what stand and what efforts has your organization taken to defeat H.R. 5050, which would take \$7 million a year out of the trust fund and give the taxicab companies a 2-cents-per-gallon rebate?

General PRENTISS. So far, Mr. Congressman, we have not appeared before the committee. That was before the Ways and Means Committee?

Mr. BALDWIN. That is correct.

General PRENTISS. We have not appeared before them on that. We were not invited to, and we have not appeared.

We are not in favor of it.

Mr. BALDWIN. Let me say this bill is still pending. It came out of Ways and Means. It apparently will next go to Rules.

I hope that you and the members of your organization, not just one member, but all of them, will start some correspondence flowing to the Members of Congress, because this kind of bill could slip through just because nobody knows anybody opposes it. And yet this is a direct attack on the very principle of the highway trust fund from users that are using our highways.

General PRENTISS. I agree a hundred percent.

I would like to make a statement concerning the theoretical logic of cutting off the aviation tax from the highway trust fund.

In my estimation, one of the greatest problems with which modern aviation is faced today is the fact that we spend, I spend, twice as much time going to and from airports as I do in the air going from airport to airport. And with modern planes flying faster and faster, we are going to have an even more out of balance ratio.

And in my estimation, the one thing that is going to help aviation more than anything else is to have adequate, high speed, safe highways from every airport into the center of every community that they serve.

And—may I finish this?—in many cases they are not on interstate highways, and even if an interstate highway runs nearby, they have to be connected. And I think that one of the major contributions that the highway industry can make to the aviation industry is to see to it that our airports are properly connected to our cities.

Mr. BALDWIN. I would just like to make a comment on that.

I did not mean to imply by my statement that I am necessarily enthusiastic about taking even aviation fuel out of the program, but to

me it is absolutely unconscionable to allow taxicab companies to get a 2-cent rebate, when their vehicles are using the highways all the time, and much of the time those highways that they use are federally aided highways.

But nevertheless, that bill has come out of the Ways and Means Committee, just because nobody apparently has so far expressed themselves. And I hope that you and your members will collectively express yourselves to the Members of Congress soon, before this thing comes up before the Rules Committee.

Mr. BLATNIK. It is good to see you again, General.

Between the time the passenger starts for the terminal and the time when he is actually in flight, a succession of accidents have been reported. I heard one air traveler comment to the other as he looked at the newspaper. He said, "Well, I guess flying isn't yet as safe as it is cracked up to be, is it?"

His companion said: "Nope, you still have that limousine ride to the downtown hotel."

Mr. KLUCZYNSKI. Mr. Chairman, I had a comment.

Happy to have you before this committee this morning again, General. You made a splendid statement, one that will be very beneficial to this committee.

But you quote, here, the late Commissioner of Public Roads, Thomas H. MacDonald. I was very much impressed with this, because I am one of the oldtimers and drove an automobile way back in 1910. Of course, I will not tell you my age. You quote him as saying:

We were not a wealthy Nation when we began improving our highways—but the roads themselves helped us create a new wealth, in business and industry and land values—so it was not our wealth that made our highways possible. Rather, it was our highways that made our wealth possible.

A wonderful remark, and I am going to take occasion to quote it.

It has been good to have you here, General.

Mr. FALLON. Well, General, I think the members are more than satisfied with what you have said. I have heard no criticism of your remarks here this morning. I think I might say that your statement was all meat.

It is good to have had you here.

Mr. FALLON. Mr. Rogers?

Mr. Rogers has appeared before this committee before.

We are very happy to have you again, Mr. Rogers, because you represent an organization which has contributed much to the success of this highway program, along with your able assistant, there, Mr. James Sprouse, who is a very familiar figure around the Capitol.

**STATEMENT OF W. RAY ROGERS, PRESIDENT, THE ASSOCIATED
GENERAL CONTRACTORS OF AMERICA; ACCOMPANIED BY JAMES
M. SPROUSE, DIRECTOR, HIGHWAY AND HEAVY DIVISIONS**

Mr. ROGERS. Mr. Chairman, my name is W. Ray Rogers. I am president of the Rogers Construction Co. of Portland, Oreg. My company is primarily engaged in highway construction and has been since 1934. It has participated in construction of the Alcan Highway and extensive sections of U.S. 30 along the Columbia River, among many other highway projects in Oregon, Idaho, Washington, and Alaska.

I am appearing before you today not only as a highway contractor, but also as president of the Associated General Contractors of America, an organization of more than 7,500 general construction contractors. About 3,200 of our members are engaged in highway construction, either exclusively or in conjunction with other types of construction.

Because of our association's interest in highways, and because of the nature of the bills you are considering in this hearing, it is a pleasure for me to present the views of the Associated General Contractors on these measures and other matters affecting the highway industry.

SUPPORT FOR H.R. 9905 AND H.R. 9906

We strongly support the identical bills, H.R. 9905 and H.R. 9906, which are the subjects of these hearings. We believe the measures go a long way toward helping to create the kind of financing schedule that highway contractors like to see, namely, one that is continuing, orderly, and foresighted.

We are particularly gratified to see the bills recommend an increase in authorizations for the Federal-aid primary and secondary systems and their urban extensions (the ABC program) from the current rate of \$975 million annually to \$1 billion beginning in fiscal 1966.

We believe that this recommendation carries out the full intent of the Congress, as laid down in the Federal Aid Highway Act of 1956.

While not specifically stating so, the 1956 act implied there would be progressive increases of \$25 million each year in funds authorized for the ABC program until an annual authorization of \$1 billion was reached. We are gratified that these bills recommend attainment of this goal.

We believe there are solid financial reasons for this authorization at this time. Among other things, it will improve and expedite our nationwide network of arterial roads, help the ABC system move forward with the interstate program, accelerate the improvement of secondary highway systems, and improve urban extensions of these systems—all of which are urgently needed for the development of cities, the utilization of natural resources, and the promotion of the Nation's industrial and agricultural growth.

New and better highways offer one answer to the problems of unemployment and urban congestion. It is estimated that highway construction will provide employment for 870,000 workers this year, either one the job site or in furnishing equipment and materials.

Improved highways can also help to answer the question perplexing so many of our cities and towns: How to attract new industry?

None of these reasons for a better highway system is more important than that of promoting the industrial development of the country. Surveys show that the chief factors involved in business decisions concerning plant location are based primarily upon the availability of markets, raw materials, and labor supply. The No. 1 factor affecting industry's decision of locate in a certain area is good transportation.

These are some of the reasons we strongly support the authorization proposed by these bills. We also know that better highways will help to reduce the appalling annual toll of highway accidents. Traffic accidents take an average of more than 100 lives a day in this country,

and injure more than a million persons annually. It has been demonstrated that better highways reduce accidents and save lives.

Federal Highway Administrator Rex M. Whitton stated, on February 10, 1964, that approximately 3,000 persons who might otherwise have been killed in traffic accidents in 1963 are alive today because of travel on sections of the Interstate System now open to traffic. We can expect this safety figure to rise in proportion to the number of miles of modern highways opened to traffic.

More miles of highway were built in 1963 than in any previous year. All of us in the highway industry take pride in the latest Bureau of Public Roads figures showing that 166,035 miles of the ABC system have been completed since 1956, and that work on another 20,000 miles was underway at the end of 1963.

This record has been achieved as a result of steadily increasing efficiency in highway construction through continuing improvements in methods and equipment.

I want to take this opportunity to reiterate the AGC's increasing concern about certain legislation which hinders construction progress. I am thinking of periodic raids, or attempted raids, on the highway trust fund, whether on the part of Federal, State, or local governments or special interest pressure groups.

One bill, H.R. 5050, for example, would divert an estimated \$7 million or \$8 million annually from the fund. Multiplied by the remaining years of the trust fund's life, this diversion totals between \$70 and \$80 million, or enough to build more than 70 miles of interstate highways.

Another, H.R. 3846, would take an estimated \$284 million from the highway trust fund during the remainder of its life, for the purpose of establishing a "land and water conservation" fund. This, in turn, would build approximately 284 miles of interstate highways.

We certainly feel that, if these funds are taken away from the highway trust fund, they must be replaced.

Measures such as these can slowly erode the functions and goals of the trust fund as originally conceived. We do not think the trust fund, so vitally necessary to the country's highway construction program, should become a convenient source of money for special interest groups.

At the AGC's recently concluded 45th annual convention, March 2-5, the association approved the following resolution in regard to the trust fund:

The 45th Annual Convention of the Associated General Contractors of America, March 2-5, 1964, views with deep concern proposals now before the Congress which would transfer funds from the highway trust fund for nonhighway use; reaffirms its strong conviction that the integrity of the highway trust fund must be protected; and again urges the 88th Congress to enact legislation which will prevent the use of trust funds for any purpose other than the construction of highways and administrative expenditures of the Bureau of Public Roads.

Members of this subcommittee, I am sure, are aware of the importance of protecting this fund from attempted raids, because any diversions reduce the amount originally intended to be used for the orderly financing of the expanded highway program.

We object to any reduction in the amount of the trust fund, and therefore we urge that any diverted funds be restored by the Congress, either from the general fund or from additional revenue.

While wages and prices have advanced substantially since 1956, the cost of highway construction has remained relatively stable. Average hourly earnings of highway construction workers rose 33.8 percent from 1956 to 1963. Equipment ownership cost went up 17.4 percent. During the same time, contractors' bid prices increased only 2.9 percent.

We believe that this speaks well for the efficiency of the highway construction industry. We believe also that it argues for the continuation of the highway program at a slightly accelerated pace, since any slowdown would inevitably reduce efficiency, while a suitable increase in tempo could be expected to improve efficiency.

Therefore, we hope this subcommittee, and the Congress, will approve H.R. 9905 or H.R. 9906.

With your permission, Mr. Chairman, I would like to further read a resolution of our 45th convention.

Mr. FALLON. Go right ahead, Mr. Rogers.

Mr. ROGERS (reading):

Whereas the National System of Interstate and Defense Highways is being carried rapidly toward completion by the scheduled date of October 1, 1972; and

Whereas the Federal highway trust fund expires on that date; and

Whereas the continuing growth of the Nation's population and economy, and of its related transportation needs, gives evidence of need for continuing highway programs after that date, and

Whereas the Federal-aid highway program has been a vital force in the dramatic expansion of the Nation's productive capacity, and in enhancing the well-being of its citizens for over 40 years, and

Whereas it is in the national interest that the Federal-State relationship that has made this program possible be not terminated in 1972 but rather continued and strengthened: Now, therefore, be it

Resolved, That the Associated General Contractors of America, assembled in its 45th annual convention, March 1-5, 1964, call upon the Congress to authorize and direct the Secretary of Commerce, with the cooperation of the State highway departments and, through them, with the cooperation of the cities and counties, to undertake immediately a study to determine highway needs after 1972, and to recommend to the Congress a Federal policy with respect to highways to meet these needs most effectively; and that

The study include, but not be limited to, a review of the desirable extent of the National System of Interstate and Defense Highways, the requirements by States of Federal-aid primary and secondary or other systems of highways, the street and highway needs in urban areas, the most appropriate basis of sharing the costs among the several levels of government in relation to the interests of each in the several highway systems, the problem of reimbursement for toll or other roads included in the National System of Interstate and Defense Highways, and such other matters as the Secretary or the States believe appropriate; and that

The study be completed and reported to the Congress no later than April 1967.

Mr. FALLON. Mr. Rogers, I cannot tell you how much we appreciate your coming up this morning and giving us this very fine statement in regard to the resolution passed by your meeting, March 1-5.

I guess you know that this committee reported out a bill directing this type of study. It was passed by the House without a dissenting vote, and it is presently before the Senate.

Of course, it is the wish of this committee and the House that the Senate act on this resolution speedily, so that we can get it underway by direction of the Congress.

However, in testimony given yesterday before the subcommittee by Mr. Rex Whitton, the Bureau of Public Roads in cooperation with the State highway officials, at their first meeting held this week, are laying

the groundwork for this study. It is already underway, even though it has not officially passed both Houses.

Mr. BALDWIN. Mr. Rogers, I just want to congratulate you for the stand you have taken in your statement against H.R. 5050, which is the bill in which they give taxicabs 2 cents a gallon rebate from the trust fund.

I notice you have stated on page 5:

We object to any reduction in the amount of the trust fund, and therefore we urge that any diverted funds be restored by the Congress either from the general fund or from additional revenue.

I personally do not think there is much likelihood, at least at the present time, if any funds are diverted, that Congress is going to pass any appropriations from the general fund. I cannot visualize the present Appropriations Committee of the House doing that. So what it boils down to is to endeavor to avoid the diversion.

May I ask what steps your organization and members are taking to endeavor to bring your views against H.R. 5050 to the attention of all members of the House before the bill comes before the Rules Committee or on the House floor?

Mr. ROGERS. We are writing letters and contacting Congressmen.

Mr. BALDWIN. I hope very much that you will make a real determined effort, because, as I mentioned earlier, H.R. 5050 apparently sneaked through the Ways and Means Committee without a dissenting vote, and this is the kind of thing that can happen if no Member of Congress appears on a bill. They just assume that the committee had good information, and vote it out.

So if H.R. 5050 is to be defeated when it reaches the House floor, it is going to have to be defeated by the interested people letting their Congressmen know this is an improper bill.

I hope you will take an active part in that.

Mr. ROGERS. We certainly will.

Mr. SCHWENGEL. First, Mr. Rogers, I want to say it is good to have a representative of the Associated General Contractors of America before us. I have known you people very well, and my experience with them dates back to the time when I was a member of the Iowa Legislature. I imagine we had some people, like Mr. Crowley, whom you probably all know pretty well, and, before him, Mr. Miller.

It is good to have your statement and your testimony on some of these things here today as we consider this very important legislation.

I do have a question that I would like to raise, and I think it ought to be a part of this record.

You mention the employment of workers now in the building program, involving something like 870,000 workers that would be working this year on a highway building program.

I suppose you mean the total building program, and not just the interstate program. Is that right?

Mr. ROGERS. Yes.

Mr. SCHWENGEL. Somebody ought to have for us, and we ought to have in the record somewhere, a statement on what increase of employees we are going to have for the maintenance of the Interstate System and the other improved highways at the completion of our highway system. I think this ought to be a part of the record, also.

Is anyone doing a study on that? Do you have those figures?

Mr. ROGERS. I do not believe we have them with us, no.

Mr. SCHWENGEL. If they are available somewhere, I would like to have them myself, and perhaps you can make them available to the committee for the record.

Mr. ROGERS. We can make them available to you, sir.

Mr. SCHWENGEL. All right.

(Figures referred to follow:)

Question. What is the expected increase in the number of employees who will be needed to maintain the Interstate System and other improved highways at the completion of the present highway program?

Answer. There have apparently been no formal nationwide studies undertaken on this subject by the highway industry.

Mr. SCHWENGEL. Now, on page 4, you make reference to the savings, and I think this is quite a significant thing. But when we translate it into dollars, when we lose lives—and we had some eloquent testimony on that yesterday—I think your testimony ought to show how much money we save when we save lives. That is a plus. You stop short of that. I think if you could transpose that into dollars and cents, it might be very worthy to add it to your testimony.

Mr. ROGERS. We can give it to you.

(The information follows:)

Question. What is the amount of money saved from improved highways which result in the savings of a number of lives?

Answer. The Bureau of Public Roads has estimated that by 1973 the Interstate Highway System will save an estimated 8,000 lives per year. At the same time, it is projected that savings resulting from a reduction in highway department operating costs, savings in time, savings from accidents, and savings brought about through comfort and convenience will realize an estimated total savings of \$9 billion.

In addition, the National Safety Council estimates that improved highways will realize a savings of \$150,00 per life. This figure is based, we understand, simply on the average savings in property damage and insurance payments due to less accidents or improved highways in urban areas.

Mr. SCHWENGEL. Also at page 4, you make reference to the pressure groups who are trying to divert money and otherwise hamper the trust fund. I think you ought to name those pressure groups.

Mr. ROGERS. I would say one would be your taxicabs, wanting to get the 2 cents off, and the diversion of some money to your waterways would be, too, I would say, right offhand.

Mr. SCHWENGEL. You mention the taxicabs, and I agree with you completely. They have an obligation to help maintain the roads in the urban areas as much as anyone else, indeed more, because their business depends on good highways and streets and roads between communities.

I do question your position on H.R. 3846, because I realize how important it is to save the soil and to conserve water in America. We are never going to have any more water than we are now getting. I do not know whether you know or not, but you ought to know, that we have lost, in Iowa, 50 percent of the top soil now, since we started farming.

And part of this is because we have enough funds to underwrite the cost of completing a watershed program, which is soil-conserving program, which is so very important, and when you do that, you also save water.

So I would hate to have you take a position, as an organization, against this, because we are going to have to have the help of a lot of you contractors to help us complete this program, too.

So maybe it would be better not to oppose this program, but to find some ways and means to substitute this money that is lost in this kind of legislation. I think that there may be a real good argument for this bill, and I just want to make a point of that.

Mr. ROGERS. I do not know as we are entirely against it, but we are against raiding the funds, and not replacing the money that you take out of the funds.

Mr. SCHWENGEL. I am glad to have that observation.

Now, there is one other set of figures that you could help us get, as we consider this roadbuilding system. That is the figures on the overall economic advantage that we talked about earlier, when we talked about building the roads originally, and your organization gave some very eloquent testimony when we were considering the initiation of the interstate highway building program, and we ought to take a look and see whether or not we were wrong or right. My guess is that we were more right than we knew.

So if somebody could get the figures on the overall economic advantage to the country that this interstate highway in particular is giving to our country, I think it would be very valuable and important testimony, and ought to be part of our record, and ought to be before us.

Mr. ROGERS. We will get that for you.

(Information referred to follows:)

Question. Economic advantages brought about by the Interstate Highway System.

Answer. One theoretical estimate puts the ratio of economic benefit to highway cost at about 4 to 1. This would mean that the economic benefits to be derived from the \$41 billion Interstate Highway System is about \$164 billion.

Economists and researchers concede this is a difficult projection to make due to the many various factors necessarily involved.

Study papers have, however, indicated the extent of the impact of highway construction on the economy. An article in Engineering News Record a few years ago suggested that a growing economy needs a highway construction program of about \$10 billion per year.

A paper by Washington Economists Robinson Newcomb, entitled "Highway Planning for a Growing Economy," asserts that "a highway program must be one which recognizes and serves an economy growing at a 3½ to 5 percent rate per year."

About 10 years ago, Professor Ralph A. Moyer, of the University of California, made an analysis of the savings that would accrue to motor vehicle users of the California Interstate System in 1975. According to the study, the average annual motor-vehicle-user savings on the urban sections of the California Interstate System would be \$235,842,000. The average annual savings on the rural Interstate System in California would be \$89,766,700, the study said.

A more recent study of highway construction economics, which members of the committee might be interested in reading, was published in the Highway Research Board's Bulletin 306, January 9-13, 1961. The study is entitled "Economic Concepts of Highway Planning," by Tillo E. Kuhn, University of California, Berkeley.

Mr. SCHWENGEL. The public should understand this, too, and then they will be more willing to support an accelerated program.

Mr. FALLON. Will the gentleman yield at that point?

I think it has been before this committee several times that the ratio of benefits to cost is about 4 to 1.

Mr. SCHWENGEL. I knew that, but I think there were some general figures that we ought to have here, and they ought to be updated.

Mr. FALLON. That is four times the money that we are spending in the construction of highways. That would be the economic benefit.

Mr. SCHWENGEL. That is one approach to it, but there are some other approaches to it that would make even more eloquent testimony than this. This is the reason I raise the question.

Mr. FALLON. I am sure it is higher.

Mr. SCHWENGEL. After the bill for the interstate highway system was passed, we discovered there were some inequities so far as contractors are concerned, because under certain circumstances you had to wait an unusually long time to get your money under the contracts, and so we worked out an amendment with you that I sponsored, and we worked with the chairman of the Roads Subcommittee and got that amendment passed, and I wonder if you are in a position to say that our estimate of savings is an advantage that comes to both the contractor and the State and Federal Government. Do you have any comments on that?

Mr. SPROUSE. As I recall, this was your amendment which permits payment for stockpiled materials.

I think I can assure you, sir, that the savings to our industry are substantial.

Mr. SCHWENGEL. And it is helping especially the smaller contractors a good deal?

Mr. SPROUSE. That is right. We are now paid for materials, as they are purchased by the contractor, earmarked for the contractor, even though they may be still stored in the fabricators' warehouse. Once we have produced a bill of lading and show we have paid for this, the States will now pay for it.

This reduces the cost of financing the operations and reduces the interest cost, and it is a substantial saving.

Mr. SCHWENGEL. I think it might be well to take a look at that again. I think it is very worthwhile legislation that you, initially, sponsored, and I helped you sponsor, and in cooperation with the chairman of the committee, you will remember that we got unanimous consent to get it enacted into law. So this is a fine contribution you have made.

Mr. SPROUSE. It would be a pleasure to furnish you with some figures on this.

Mr. SCHWENGEL. I would like to have them.

(The information follows:)

Question. What are the savings to contractors as a result of the Schwengel amendment which permits payment for stockpiled materials?

Answer. This is actually another difficult figure to document. It is generally recognized, however, that it has brought about great savings to the contractor. This is easily seen in the reductions it has made possible to the contractor in the cost of financing through reduced interest payments.

The substantial savings realized by the contractor because of this amendment are in turned passed on to the State, the Federal Government, and the taxpaying public, in general.

Mr. SCHWENGEL. Again, it is a pleasure to have you, and thank you for this opportunity.

Mr. FALLON. Any further questions?

Again, on behalf of the committee, let me thank you for coming up here this morning.

Mr. ROGERS. We thank the committee for letting us appear.

Mr. FALLON. Mr. Zumwalt.

On behalf of the committee, I want to thank you for coming here this morning.

If you will just go right ahead with your statement, the committee will be very pleased to have it.

**STATEMENT OF EUGENE V. ZUMWALT, ASSISTANT DIRECTOR,
RANGE AND FOREST MANAGEMENT, BUREAU OF LAND MAN-
AGEMENT**

Mr. ZUMWALT. Thank you, Mr. Chairman.

We appreciate the opportunity to appear before you on H.R. 10055 and related bills H.R. 9905 and H.R. 9906. These bills, among other things, authorize the appropriation of funds to pay the cost of construction of public lands development roads.

My remarks will be limited to Bureau of Land Management requests under the item "Public lands development roads and trails." H.R. 10055 authorizes the appropriation of \$2 million in fiscal year 1966 and in fiscal year 1967. We recommend the enactment of this bill.

The Bureau of Land Management administers a little over 157 million acres of public forest land in the Western United States and Alaska, of which approximately 44 million acres are classed as commercial forest land supporting a stand volume in excess of 200 billion board-feet. In addition, some 278 million acres of other public lands in the Western United States and Alaska must be managed, protected, and developed.

A usable road and trail system is essential to the proper management of all of these lands. Some of this land is presently accessible by primitive roads, many of which are unsafe for public travel. Recreation pressure on all of this land further emphasizes the need for a safe and usable road system.

Roads needed for timber harvest have been constructed in the past by timber sale agreements. This practice will continue to be followed where the timber volumes will carry the cost. Much of the needed road system will be for all management uses and traffic volumes will be considerably in excess of that supported by the timber harvest.

The standards for our road construction are the minimums that can be supported by the estimated traffic volumes. It is estimated that a road system to properly manage the property will eventually require some 122,000 miles of roads.

Trail mileage will generally be minor, and will be for recreation and protection access to areas where it would be uneconomical to construct roads. At present our system consists of 52,000 miles of roads, much of which is inadequate and must be rebuilt.

The fiscal year 1966 and fiscal year 1967 authorization level of H.R. 10055 will permit the construction and reconstruction of some 250 miles of roads, including the necessary surfacing and bridges. A limited amount of the money would be used to purchase roads that have been built by private operators where the road and right-of-way are essential to proper management of public lands.

A portion of the money would be used each year for the survey and design of roads that will be planned approximately 2 years in advance of construction. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Zumwalt, I notice that you testified on H.R. 9905, which involves \$2 million less in fiscal years 1966 and 1967 for public lands development roads than the other two bills introduced by Mr. Cramer and myself. Do you feel that the \$2 million a year for fiscal 1966 and 1967 is sufficient?

Mr. ZUMWALT. That amount is in keeping with the departmental report and the President's budget.

Mr. FALLON. And you are only asking for \$4 million for the 2 years?

Mr. ZUMWALT. Yes, sir; \$2 million each year.

Mr. FALLON. Thank you very much. Any questions?

Any questions, Mr. Cramer? Mr. Baldwin?

Mr. BALDWIN. Mr. Zumwalt, as I understand it, this classification of public roads and trails development was a new classification which we added to this bill 2 years ago.

Mr. ZUMWALT. That is correct.

Mr. BALDWIN. The figures of \$2 million and \$4 million that we had in the bill 2 years ago—were those sums that were in accordance with the departmental recommendation?

Mr. ZUMWALT. Yes, sir; I believe they were. We reported on the departmental recommendation.

Mr. BALDWIN. I see. I just wanted to get a picture of the background on this. Thank you.

Mr. SCHWENGEL. I would like to ask the gentleman a question about these parks, and the people who visit these recreational areas. In Iowa, we have some parks that we furnished for the public, and we charge people who come in to use the park. If they stay all night, they pay a little more. It is a very nominal fee, very small; and, if we just go in for a picnic, it is an even smaller fee. There is a fund to keep up the park, including the roads.

Has the Federal Government ever explored the possibility of doing this in all of their parks?

Mr. ZUMWALT. Yes, sir. In this connection, we are speaking about the public domain lands. The Park Service, of course, is working on that, and the Secretary is working on that angle of it now.

However, on the public domain lands, where we are administering our resource management work, we have no recreation program, as such. We do not have the authorization or the funds to expend on that at the present time, except, in a very limited way, under special authorization.

However, the people use these spots, whether or not there are any facilities there, and it results in sanitation problems, protection problems, so far as fire goes, and in many cases it is necessary to have some safe roads for the safety of the people themselves.

But, we are not constructing roads that are primarily for recreation purposes at this time.

Mr. SCHWENGEL. You are constructing roads that are necessary to take care of and maintain public lands and accommodate the people the Government enters into contract with?

Mr. ZUMWALT. That is correct, sir. Primarily for resource management. And the public, of course, are able to use the roads. And it is only in cases of severe fire hazard where we might possibly close off a road. Otherwise, they are where it might be dangerous, through

logging and so forth, and we would keep the public off temporarily for their own safety. Otherwise, the roads are open to the public.

Mr. SCHWENGEL. In connection with the people using the roads, the people use the roads, buy the gasoline, and pay State taxes, do they not?

Mr. ZUMWALT. Yes, sir.

Mr. SCHWENGEL. Have you ever explored the possibility of requiring States to cooperate with the Federal Government on the road-building program, since their citizens benefit from the road system? There is an indirect, and often a very direct, benefit that goes to the citizen of the State.

Mr. ZUMWALT. That is certainly correct, and where the roads become of such use—for example, if you need to use the roads for school buses, or for public conveyances and that type of thing, we feel that then they should become either county highways or State highways, and we encourage the counties and the States taking over the roads when they have reached that stage.

Mr. SCHWENGEL. But, should we not have a law that would require the State to share in the cost of those, since they are of direct benefit to the citizens of the State and/or any people from other States who would come there?

Mr. ZUMWALT. They certainly are of direct benefit to the State, and in that respect they could well help out on the cost; yes.

Mr. SCHWENGEL. I think we could well think of getting money from this source, because this is a definite asset to the State. The State pays for the road that leads up to the park or recreational area, and their full share in the ABC program and other Federal programs; so, it might be well for us to give some consideration to this factor and to this source of income. That is a legitimate request, I think, on your part and on our part.

Mr. ZUMWALT. You are speaking now of, primarily, recreational use, sir?

Mr. SCHWENGEL. Recreational and/or other roads that are used going through those areas. Many of them go through huge public land areas on to some other point beyond and, in situations like that, certainly the State has some obligation.

They have great advantages for their citizens and, therefore, ought to share in the cost of these roads. I think this would be a good way for you to get some more money without penalizing some of the other programs that are so very, very important, and much more important in many respects than this request of yours, it seems to me.

Mr. BALDWIN. Would the gentleman yield?

Mr. Zumwalt, we now have two classifications in this bill: One, this new classification, established for the first time 2 years ago, of public lands development roads and trails; and then, the classification which we have always had, of public lands highways?

Now, as I understand it, public lands highways are highways that simply go across public lands. They are used as a means of transport across public lands and, therefore, they fall under the jurisdiction of the U.S. Bureau of Public Roads, and they testified on that phase of this bill yesterday.

But it would indirectly, undoubtedly, have a favorable effect on access to public lands, because it would provide a means by which you could have feeder roads, like development roads, off of it.

Now, the Bureau of Public Roads yesterday testified that they favored the administration bill on the public lands highways, \$3 million a year for the next 2 authorization years, as compared to the \$9 million which were authorized each year 2 years ago.

It is my recollection that the \$9 million came as a result of an action taken in the Senate. A number of individual Senator apparently wanted to have some individual specific roads spelled out or referred to as much as possible, which we in the House fought against in the conference committee, and at least got such a reference considerably watered down.

Now, is this reduction from \$9 million back to \$3 million per year in accordance with your thinking, even though the Bureau of Public Roads was the one that testified on this point?

Mr. ZUMWALT. Well, the public land highways certainly would be of benefit to public lands, it is true. We do not receive any money, as you have mentioned, from that fund.

From the standpoint of a cutback in the amount of money for public highways, this would be bound to have an effect on transportation through public lands. In that way, it would certainly have a direct effect.

Mr. BALDWIN. Do you have any comment for or against \$9 million versus \$3 million for these public land highways? What is your position on the two bills, the Fallon bill, the Cramer bill, with \$9 million per year, and the administration bill with \$3 million a year? What is your position on those two sums?

Mr. ZUMWALT. The State public roads has to do with those highways, so I do not believe that we could comment on that at this time.

We have no money from the public land highways fund.

Mr. BLATNIK. Are not those public lands under your jurisdiction, Mr. Zumwalt?

Mr. ZUMWALT. Yes, sir, public lands are, but so far in the past we have not received any money from the public land highways funds.

Mr. BLATNIK. These are public lands that are under your jurisdiction, but the public roads that are going to be built through or across those come under the Bureau of Public Roads jurisdiction?

Mr. ZUMWALT. The Bureau of Public Roads.

Mr. BLATNIK. Who makes the decision when or whether or not a public road is feasible or necessary or justifiable to cross those public lands? Does your office do it, or does Public Roads do it?

Mr. ZUMWALT. The State makes that determination, sir, the State involved.

Mr. BLATNIK. When a State makes the request, and a State highway department, as I understand it, does initiate such requests for such roads, does that go to only State public lands? Or Federal public lands, too?

Mr. ZUMWALT. Well, it includes Federal lands where the roads go across Federal lands, but it becomes a part of the State highway system. Therefore the State makes the recommendation in here as to its highway system.

Mr. BLATNIK. In short, do you have anything to say about whether or not a road should go across the Federal public lands under your jurisdiction?

Mr. ZUMWALT. I am going to ask Mr. Remington, our Chief Engineer, to answer that question, if I may, sir. He is well acquainted with this part of it.

Mr. REMINGTON (C. E. Remington, Chief, Engineering Division). We have nothing to do with the public lands highways. The public lands highways, as you say, are State highways which go across federally owned land, and the decision as to when the highway will be built, and how it will be built, is generally one made by the State concerned, and the Bureau of Public Roads. And I believe the State highway department administers the money. I am sure of that.

Mr. BLATNIK. These lands are under your jurisdiction, and you are responsible for the management of these Federal public lands. Is that correct?

Mr. REMINGTON. That is correct.

Mr. BLATNIK. But you have nothing to say about building the road across. The State can initiate a stretch of road and request the Bureau of Public Roads, and the Bureau can undertake the construction of that public road through lands under your jurisdiction, but you have nothing to say about whether or not the road should be built. Is that right?

Mr. REMINGTON. That is right.

Mr. BLATNIK. That sure does not make sense.

Mr. FALLON. Mr. Schwengel?

Mr. SCHWENGEL. On that point, when the State asks for a road to be built, and if an agreement is reached with the Bureau of Roads to build the road, does the State then share in the cost of the building of the road?

Mr. REMINGTON. It is financed a hundred percent by the Federal Government.

Mr. REMINGTON. It is financed a hundred percent by the Federal Government pays for it 100 percent?

Mr. REMINGTON. That is correct.

Mr. SCHWENGEL. But the State pays nothing for the building of the highway or the maintenance of it?

Mr. REMINGTON. They must assume the maintenance cost of it, yes. The State must assume the cost of the maintenance before it is constructed.

Mr. SCHWENGEL. And they spend no money on the building of it?

Mr. REMINGTON. That is a hundred percent financed by the Federal Government.

Mr. SCHWENGEL. And on the maintenance, do they pay all of this, or do they get part of the money reimbursed by the Congress?

Mr. REMINGTON. They must assume a hundred percent of the cost of the maintenance. That is, the State concerned must pay.

Mr. CRAMER. Mr. Zumwalt, for the record, I am sure you know that title 23 of the United States Code as amended in 1962, carried a definition of not only public lands highways, which was then an existing program, but provided for a new program, public lands development roads and trails. Is that not correct?

Mr. ZUMWALT. Yes, sir.

Mr. CRAMER. And it is defined in section 101, quote:

The term "public lands roads and trails" means those roads and trails which the Secretary of Interior determines are of primary importance for the devel-

opment, protection, administration, and utilization of the public lands resources under his control, distinguishing it from:

The term "public lands highways" means main highways through unappropriated or unreserved public lands, nontaxable Indian land, or other Federal reservations.

Now, in the report on the bill 2 years ago, as to public lands development roads and trails, the last paragraph on page 8, commented as follows:

Inclusion of road needs of the Bureau of Land Management within this highway legislation will provide needed support for the public land resource program in so far as roads are concerned and will afford a basis for timely and orderly development of these roads.

In that legislation, we appropriated \$2 million for 1964 and \$4 million for 1965.

Now, the recommendation that you gentlemen are making is for \$2 million for each of fiscal years 1966 and 1967, a cutback of 50 percent from the amount authorized for fiscal year 1965. Is that consistent with "the timely and orderly development of these roads?"

Mr. ZUMWALT. Yes, sir, it is at the present time, in our program development.

Mr. CRAMER. In other words, you can go forward with a timely and orderly development of the roads, even with a 50 percent cutback?

Mr. ZUMWALT. Under the limitations of our other program accomplishments, we feel that this would meet the need so far as the roads go, which are for the purpose of the management of the resources themselves.

Mr. CRAMER. Than why did you need \$4 million? Why did you ask for \$4 million authorization for 1965?

Mr. ZUMWALT. The public land resource management program is developing gradually. We cannot put into good management all the lands at once, so that gradually we need more money for roads, which would come in this orderly development.

Mr. CRAMER. Well, I do not know whether that is responsive to my question or not.

For the first year of authorization, there was requested \$2 million, and this is a new program. The second year authorization—for 1965, there was requested \$4 million "for the timely and orderly development of these roads."

I would like to know why, after you requested \$4 million for 1965, you are now requesting a 50 percent cutback for 1966 and 1967.

Mr. ZUMWALT. I was a little confused by the years, there.

I can readily see your question. The 1966 and 1967 requests are in keeping with the President's budget.

Mr. CRAMER. That is right. In other words, this is one of the cutbacks proposed in the President's budget.

Mr. ZUMWALT. Yes, sir.

Mr. CRAMER. All right. Because there has been a lot of interest expressed in how the cutback came about, and I think when we get down to specifics, we can understand how it came about.

Now, what was the recommendation of your department to the Bureau of the Budget relative to this item? How much did you recommend in order to accomplish the "timely and orderly development?"

Mr. ZUMWALT. Our recommendation to the Bureau of the Budget, sir, was \$8 million and \$14 million for 1966 and 1967, respectively.

Mr. CRAMER. That is about what I would contemplate. That is the usual history of the new programs.

You wanted to double it this year, or for fiscal 1966, and you wanted to quadruple it—to how many million?

Mr. ZUMWALT. \$14 million for 1967, sir.

Mr. CRAMER. Or nearly quadruple it for 1967.

So that the point I was getting at was your acceptance now apparently of \$2 million is based on the Bureau of the Budget request, and the cutback orders of the President, and not on the basis of whether more money is needed to do the job as suggested in the report when this new program was set up 2 years ago.

Mr. ZUMWALT. That is correct, sir.

Mr. CRAMER. So this in effect is \$2 million in 1965 and 1966, and \$2 million in 1967, a total of \$4 million, as compared with your request of \$8 million, plus \$14 million, or \$22 million. So here is a cut amounting to \$18 million over the 2-year period. Is that correct?

Mr. ZUMWALT. Based upon what we asked the Bureau of the Budget.

Mr. CRAMER. Is it your testimony now that you can conform to the objectives of the Congress as set out in the 1962 act of the timely and orderly development of these roads with \$2 million per year?

Mr. ZUMWALT. Well, sir, we can gage our activities in an orderly fashion to the amount of funds available. There is always more work than can be done.

For example, under the accelerated public works program, we constructed some additional roads, which were very helpful, which came, you see, as an extra amount of money.

And we can always, of course, use more money in the resource management of the public lands, but we can gage it in an orderly fashion, depending upon what funds become available.

Mr. CRAMER. That is very interesting. In other words, if accelerated public works additional authorizations were passed, you would expect to get additional money out of that. Is that right? Pick up some of the slack?

Mr. ZUMWALT. Those are helpful, and it also put a lot of people to work and achieved, I believe, the purpose for which it was set up.

Mr. CRAMER. That is all, Mr. Chairman.

Mr. FALLON. Thank you very much, Mr. Zumwalt.

Mr. ZUMWALT. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Holmes, on behalf of the committee, I want to thank you for appearing here this morning.

You may go right ahead.

STATEMENT OF GRAHAM E. HOLMES, ASSISTANT COMMISSIONER FOR LEGISLATION, BUREAU OF INDIAN AFFAIRS

Mr. HOLMES. No, sir. Our testimony will follow very closely the report that has been submitted by the Secretary of the Interior and we will be available, of course, for questions or for any assistance the committee might desire.

We are primarily interested in the section on Indian affairs. We are from the Bureau of Indian Affairs.

Of the pending bills, we would prefer 10055. In 10055, there is an authorization for \$18 million for the years 1966 and 1967. At least

one of the other bills has a \$16 million-\$18 million authorization in it. We prefer the \$18-\$18 million.

This is not an increase in our present program. We had \$18 million for the year 1965. We had an \$18 million authorization.

Our program, as the committee probably knows, is in the Indian country, and historically the Bureau of Indian Affairs has provided the road system for the Indian reservations. We also provide the schools, the law and order, and perform other governmental functions for Indians that are performed by other governmental agencies off the Indian reservations.

The last 2 or 3 years, we have provided an intensive program in reservation development; that is, bringing industry and jobs that will raise the economic standards of the Indians in the Indian country. Also, as you know, we have increased our school system, and we have also encouraged Indian children going to the public school and in many cases have transferred our children to the public school systems. This ordinarily encourages improvement in the roads, because school buses are very often required.

So all in all, we feel that the \$18 million which will carry on the program in approximately the same manner in which we are now carrying it will provide the development that is badly needed in the Indian country.

If the committee has any questions, we would be very happy to try to answer them.

Mr. FALLON. Mr. Holmes, this \$18 million each year for the 2 years—is that money all spent on highway construction and bridges?

Mr. HOLMES. Yes, sir.

Mr. FALLON. None of it is used for any other purpose?

Mr. HOLMES. No, sir; it is all road money.

Mr. FALLON. So you are asking that you be increased \$2 million above the amount that was in the 1962 act?

Mr. HOLMES. The 1962 act had \$16 million for the year 1964 and \$18 million for the year 1965. We are asking that the \$18 million be continued for the next 2 years.

Mr. FALLON. Any questions?

Mr. BALDWIN. Mr. Chairman, I have a comment, at least.

Mr. Holmes, I am very sympathetic with this request, because I have spent considerable time on various occasions going back to California on the Navajo Indian Reservation, and there is a big difference between this kind of road system and something like these public lands highways.

There is nobody living, as a whole, on these public lands, just people that want to get across them, but in the case of the Indians, they are living within the reservation, and this is their means of economic livelihood and their means of getting wherever they live, their schools, their place of work, or whatever it might be.

And so it seems to me that there would be considerable merit in the committee considering favorably your request that we be permitted to continue this at the level which was established for the fiscal year 1965. I think it would be of benefit to many Indian areas, and I notice in those areas that their road systems are quite limited at the present time.

Mr. HOLMES. There is nothing that develops an area or helps to develop it, or the people living there, like a good transportation or communication or road system. This has been brought out very dramatically in the Navajo Reservation that you spoke of.

This program we think is absolutely necessary, if we are going to develop these areas at all.

Mr. FALLON. Thank you again, Mr. Holmes, for appearing here this morning.

Mr. FALLON. Mr. Stratton?

Mr. Stratton, on behalf of the committee, I would like to welcome you here this morning. I appreciate your taking time to come before the committee.

So if you have a statement to make, you go right ahead.

STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. STRATTON. Thank you, Mr. Chairman.

We are very appreciative of the opportunity to come up and appear before you.

We have a prepared statement, which, with your permission, sir, I would like to make a part of the record, and in the interest of time, I will make just a few oral remarks in regard to it.

Mr. FALLON. Go right ahead, Mr. Stratton.

(Statement referred to follows:)

STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, I am Clark Stratton, Associate Director of the National Park Service. The Department's report on this legislation sets forth the general purposes of H.R. 10055, and in my statement I shall treat in more detail the effect of the bill on the National Park Service.

As of January 1, 1964, the National Park Service was administering 201 individual national parks, monuments, recreation areas, parkways, and areas in other miscellaneous classifications. These areas include about 26 million acres of federally owned lands, and during the travel year ending December 31, 1963, visitors totalled 94,093,000, not including those in the District of Columbia.

ROADS AND TRAILS

The 192 parks and other areas, excluding the 9 parkways, contain about 7,227 miles of roads and about 8,838 miles of trails. It is the policy of the Service to construct roads to what are considered to be representative or fair assortments of interesting and distinguishing park features, or to other points of public interest, such as beaches in recreational areas. The roads are supplemented by trail systems for hikers who wish to get away from the more densely populated areas and see some of the wilderness or other scenic, scientific, or historic features of interest.

The Service does not plan for extensive additions to the roads systems in the older parks. In the newly established or authorized parks and other areas, it will be necessary to construct main circulatory roads and trail systems for both visitor use and for administration and protection purposes, such as utility roads and truck trails required for forest protection, ranger patrol, etc.

Unusually good progress has been made on constructing and improving the roads and trails systems since the beginning of the Mission 66 program starting with the 1957 fiscal year. An estimated \$23 million will be needed to carry out the roads and trails construction contemplated for 1966, the last year of the Mission 66 program, and a like amount is recommended for the 1967 fiscal year.

This is the minimum amount considered necessary for construction and reconstruction in the older parks and to build new roads and trails in the 27 park areas authorized for establishment or established since the beginning of the Mission 66 program.

PARKWAYS

An authorization of \$11 million is recommended to permit continuation of parkways construction for each of the 1966 and 1967 fiscal years. It is estimated that about \$123,500,000 will be required to complete the nine authorized parkways beginning with the 1966 fiscal year. The nine parkways include the Blue Ridge in North Carolina and Virginia; Colonial in Virginia; George Washington Memorial in Maryland and Virginia; the Natchez Trace in Alabama, Mississippi, and Tennessee; Foothills in Tennessee; Rock Creek and Potomac in the District of Columbia; Palisades in the District of Columbia; and the Suitland and Baltimore-Washington Parkway in Maryland.

Excellent progress has been made also on parkways construction and reconstruction during the past 8 years. When completed, the parkways will have a combined length of 1,103 miles, of which about 734 were completed as of June 30, 1963, about 131 were started or financed, and about 238 remained to be started.

The \$11 million recommended for authorization for the 1966 and 1967 fiscal years is the minimum with which a reasonable rate of progress can be made. This amount would not be sufficient were it not for the fact that the Blue Ridge Parkway is nearly completed; also, no further construction is planned for the Baltimore-Washington, Suitland, Colonial, and Rock Creek and Potomac beyond that already financed except that needed to keep pace with changing traffic conditions. During recent years, rights-of-way have not been donated to the Federal Government at a rate which would permit a more rapid rate of construction.

Mr. STRATTON. The National Park Service administers some 201 individual national parks, monuments, recreation areas, and parkways. These involve about 26 million acres of federally owned land.

Last year, there were in excess of 94 million visitors to the areas of the national park system.

As the committee knows, our authorizations are broken into roads and trails and into parkways.

Excluding the nine parkways, in the 192 park areas there are in excess of 7,000 miles of roads and nearly 9,000 miles of trails. It is the policy of the National Park Service to construct roads for the benefit of the visitors, as well as for administrative purposes.

The road systems are supplemented by trail systems for those who like to hike or to ride saddle horses to the wilderness areas or to scenic and historic points of interest away from the heavily developed part of the park areas.

Since the inception of our Mission 66 program in 1957, we have made excellent progress in constructing and improving the roads systems.

It is our recommendation that \$23 million be authorized for roads and trails construction for each of the 1966 and 1967 fiscal years.

This is a minimum amount considered necessary to complete construction and reconstruction in the older park areas and also to build new roads and trails in the 27 park areas that Congress has authorized for establishment since the beginning of the Mission 66 program.

Now, as to the parkways, there are nine parkways. We recommend an authorization of \$11 million to permit construction or continuation of the construction program in the parkways for each of the fiscal years 1966 and 1967. It is estimated that to complete all of the nine parkways, it would take an expenditure of \$123,500,000.

When completed, the parkways will have a combined length in excess of 1,100 miles, on which now there are about 734 completed. We have about 131 miles that are started, or financed, which leaves roughly 238 miles to complete the program.

We feel that the \$11 million recommended in this authorization for 1966 and 1967 would allow us to continue on with this program at a reasonable rate.

And I will be happy to answer any questions, Mr. Chairman.

Mr. FALLON. Mr. Stratton, you are supporting the administration bill, 10055?

Mr. STRATTON. Yes, sir.

Mr. FALLON. The amounts for parks and trails shows only a \$2 million difference, the administration bill being \$23 million for each of the 2 years, 1966 and 1967, and the other two bills introduced are for \$22 million in 1966 and \$25 million in 1967. So that is only a difference of a million dollars there, so that is \$46 million against \$47 million.

You can operate according to your plans for \$46 million rather than \$47 million. Is that not correct?

Mr. STRATTON. Yes, sir.

Mr. FALLON. Now, on parkways: The administration bill is \$11 million for each of the 2 years, 1966 and 1967. H.R. 9905 and 9906 authorize \$16 million for the 2 years 1966 and 1967.

As I understand, you can go ahead with your program and complete it for \$11 million in each of the 2 years, rather than \$16 million. Is that right?

Mr. STRATTON. This particular phase of it. This will not complete the whole parkway system, of course.

Mr. FALLON. According to your present plan?

Mr. STRATTON. Yes, sir; according to the present plan.

Mr. FALLON. Mr. Cramer?

Mr. CRAMER. Was the \$11 million figure on parkways your recommendation for the 2 fiscal years, 1966 and 1967?

Mr. STRATTON. No, sir. We were asked to use that figure by the Bureau of the Budget.

Mr. CRAMER. That is a cutback of \$5 million for 1965 and \$5.55 million for 1964, is it not?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. What did you ask for, from the Bureau of the Budget, for this purpose?

Mr. STRATTON. We made a recommendation to the Department, but as I just previously stated, we were given the instructions from the Bureau of the Budget. We did not make a recommendation to them.

Mr. CRAMER. You did not make a recommendation to them preceding those instructions?

Mr. STRATTON. No, sir.

Mr. CRAMER. On what basis did you justify the \$5 million cutback?

Mr. STRATTON. The land acquisition—as you know, under our parkways program, the States involved acquire the lands for the parkways and turn them over to the National Park Service, and then we use these funds to construct the actual roadway.

In some of the States, the acquisition has been a bit on the slow side, so that we felt that in view of this situation, together with the admin-

istration's program, we could do these next 2 years with an amount of \$11 million.

Mr. CRAMER. What can you contemplate thereafter?

Mr. STRATTON. To complete the existing parkway program of nine parkways, it will take approximately \$123,500,000, so that if we want to accelerate the program in future years, we will undoubtedly be asking for an increase over and above the \$11 million.

Mr. CRAMER. What do you think is a reasonable period of time for completing that program?

Mr. STRATTON. We are geared to accomplish about \$25 million worth of work a year in the parkway program.

Mr. CRAMER. And you could accommodate \$16 million this year, or for 1966 and 1967, if you had the money. Is that not right?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. So maybe in 1968 you will be asking for \$25 million. Is that it?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. In order to complete it in a period of 4 or 5 years thereafter?

Mr. STRATTON. Yes, sir; otherwise, at this rate, it will take a longer period of time to do it.

Mr. CRAMER. At this rate, it would take about 12 years.

Mr. STRATTON. Yes, sir.

Mr. CRAMER. That is all, Mr. Chairman.

Mr. BALDWIN. Mr. Stratton, were the figures in the bill 2 years ago, the \$16,550,000, for fiscal year 1964, and the \$16 million for 1965—were those figures that your Department had recommended to Congress at that time?

Mr. STRATTON. Yes, sir; and that is in the 1962 Highway Act that we recommended these figures.

Mr. BALDWIN. In both years?

Mr. STRATTON. Yes, sir.

Mr. BALDWIN. Now, could I ask this question: Just what mechanical procedure is necessary for a highway to be included in this parkway system?

Suppose somewhere, in some State, there was a proposal to make a highway a part of the parkway system of the Federal Government. What process would be required, legislatively or otherwise, to actually incorporate that?

You mentioned that you have nine parkways now. Suppose some place they wanted to create a 10th parkway. How would they do that?

Mr. STRATTON. It would take legislation, sir. Our parkways are authorized by legislation, such as the Blue Ridge Parkway, or the Natchez Trace Parkway, handled through an act of Congress creating it.

Mr. BALDWIN. So each one of these nine have been separately authorized by an act of Congress?

Mr. STRATTON. I believe so, sir.

Mr. BALDWIN. And any new additions would have to be above and beyond that?

Mr. STRATTON. Any new additions, even to an extension of one of these parkways over what was originally contemplated in the organic act, would take further legislation.

As a matter of fact, there is a case in point. The Congress authorized us to study and make a feasibility report on an extension of the Blue Ridge Parkway from a point in North Carolina down 190 miles to near Atlanta, Ga. The feasibility has been completed, and legislation will have to follow in order for us to make this extension to the existing parkway.

Mr. BALDWIN. Thank you.

Mr. FALLON. Thank you very much, Mr. Stratton.

Mr. STRATTON. Thank you, sir.

Mr. FALLON. That is all of our witnesses for today, so the committee will adjourn until 10 o'clock tomorrow morning.

(Whereupon, at 11:50 a.m., the committee was recessed, to reconvene at 10 a.m., Thursday, March 12, 1964.)

FEDERAL-AID HIGHWAY ACT OF 1964

THURSDAY, MARCH 12, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1302, Longworth Building, Hon. George H. Fallon (chairman of the subcommittee) presiding.

Mr. FALLON. Ladies and gentlemen, the Subcommittee on Roads of the Committee on Public Works is meeting again this morning for the further consideration of H.R. 9905, H.R. 9906, and H.R. 10055, to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The first witness this morning is our colleague, Mr. Johnson, who has a statement for the record.

He is a member of the committee.

STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. JOHNSON. Thank you, Mr. Chairman.

I appreciate the opportunity to appear here briefly this morning on behalf of this particular bill that you are considering or bills that you are considering.

Mr. Chairman, this committee has before it three bills relating to authorizations for Federal highway and road purposes for the fiscal years of 1966 and 1967. I would like to address myself primarily to one section of all three bills, that pertaining to the forest development roads and trails.

In the past, I have appeared before your committee to stress the importance of timely development of forest roads and trails. This is of utmost importance to the economy of my district and the country as a whole.

Transportation system development is the most essential element of effective multiple-use land management. The road system or lack of roads dictate the uses of the land and the harvesting, protection, and utilization of the resources.

The road system largely determines the timber values and even which timber can be marketed. It allows or discourages the development of recreational areas. It provides for the protection of the lands from fire, insects, and disease.

I believe the appropriation level provided in H.R. 10055 provides for an orderly development of the forest road system. In the past, I have emphasized the need for an adequate system of forest development roads and trails, and mentioned the proposal for a 10-year development plan which the late President Kennedy said he would recommend.

This program was submitted to and approved by the Congress, and I believe the appropriation level which is proposed is in line with this approved development plan.

In the past 2 years on visits to my district, I have had opportunities to observe the effect of the expenditure of the funds provided for forest roads and trails under this program. The 10 national forests in my district have increased the rate at which they are selling and cutting timber, and all 10 forests have shown an increased recreation use. As encouraging as some of the statistics are, there are some very apparent weaknesses.

To fully develop the national forest timber resources, we are going to have to have our road system fully developed. Of necessity, we have been developing the areas which are most easily accessible. It will take a greater expenditure of road dollars to keep our national forest timber cut up to its sustained-yield rate and to sustain the economy which is dependent on this timber.

Further, in my district, and I am sure it is representative of many other national forest areas, there has been a rapid increase in water development. This development throws a tremendous burden on the national forest road system.

New water oriented recreation developments, increased recreational travel, and the mixing of recreation and logging traffic has created the need for many new and higher standard roads on the national forest system. If we are going to fully develop the potential of these resources, we must provide access at an accelerated rate.

In conclusion, I would like to urge that this committee give authorization to expend \$85 million for fiscal year ending June 30, 1966, and \$95 million for fiscal year ending June 30, 1967, for forest development roads and trails. These are the amounts set forth in H.R. 10055, and I believe you will have testimony before you today that such levels are recommended by President Johnson and his administration.

Should the committee decide to proceed on one of the other bills, H.R. 9905 or H.R. 9906, I would hope that these levels of authorization could be written in paragraph (3) of section 2.

Mr. Chairman and members of the committee, I appreciate very much the opportunity to comment on this section of the Federal Highway Act because of the tremendous importance of these roads to the economy of the mountain and valley areas of the Second Congressional District.

The cost of constructing these roads is very small when compared to their benefits, and I believe that this type of development has proved in the past and will prove in the future to be a very sound investment on the part of this Nation.

I want to thank you, Mr. Chairman and members, for the opportunity to appear here.

I would answer any questions, if you have questions, at this time.

Mr. FALLON. Well, I anticipated your testimony, Mr. Johnson. I was almost sure you were going to support the administration bill.

You have done a good job in the past in getting the authorizations for these programs from year to year. I might say that this program has been increased more than any other program that we have, and much of it is probably due to your interest.

Mr. JOHNSON. I want to thank the committee for their past consideration on this item. I do believe that the amounts that were allowed have meant a great deal to the income within the national forests, and have permitted them to better serve the public.

I think the money spent in this program has been in large part repaid by the increased sale of timber, the competition that these roads have brought into being on the part of the bidders for this timber, and certainly the people using our areas for recreation have enjoyed these roads.

Mr. BALDWIN. I would like to commend my colleague from California for the diligence with which he has represented over the years the district which he represents in California, which is a district that involves a great number of national forests. He has always made a very competent and conscientious statement on behalf of that district.

I might say also, Mr. Chairman, that one of his constituents is here in the audience today, a very distinguished State senator from California, Senator Randolph Collier, who for many years has been chairman of the senate highway committee of the State Senate of California.

It might be appropriate to ask Senator Collier to just stand up and take a bow, Mr. Chairman, because he has probably done more in the State of California to produce the outstanding network of freeways in that State than any other single man in the State.

Mr. FALLON. On behalf of the committee, let me welcome you here this morning, Senator Collier. I have had the pleasure of meeting with you before. Certainly your record of accomplishment came to Washington before you did.

Mr. JOHNSON. In closing, Mr. Chairman, I want to say Senator Randolph Collier will fully endorse my statement here this morning. He is one of my nine State senators that serve in the State Senate of California from this vast district that I represent, here, and I can say that he and the other eight will fully support this program.

Thank you.

Mr. FALLON. Mr. Koch?

STATEMENT OF ROBERT M. KOCH, PRESIDENT, NATIONAL LIMESTONE INSTITUTE, INC.

Mr. KOCH. Mr. Chairman, in the interest of saving time, I would be glad to put this in the record.

Mr. FALLON. Will you give the reporter your full name and title?

Mr. KOCH. Very good.

Mr. Chairman, my name is Robert M. Koch. I am president of the National Limestone Institute, Inc., a trade association representing 562 limestone producers.

Mr. FALLON. Mr. Koch, without any objection, your statement in full can be made a part of the record.

(Statement referred to follows:)

STATEMENT OF ROBERT M. KOCH, PRESIDENT, NATIONAL LIMESTONE INSTITUTE, INC.

Mr. Chairman, my name is Robert M. Koch. I am president of the National Limestone Institute, Inc., a trade association representing 562 limestone producers in 36 States and I am presenting this statement today on behalf of this membership. We appreciate the opportunity to express our views on H.R. 9905 and H.R. 9906 and we wish to go on record as supporting enactment of this legislation.

As you know, this industry participates to a large extent as a major material supplier for highway construction. I should also like to call this committee's attention to the fact that last year the limestone industry, according to the Bureau of Mines statistics, produced and sold over 275,878,000 tons of concrete and roadstone, supplied over 23 million tons of agricultural limestone to the farmers of our Nation, as well as over 15 million tons of railroad ballast and riprap, in addition to many lesser amounts of other products derived from limestone, and, of course, had to utilize our Nation's highway systems to make deliveries.

Consequently, like nearly everyone else that utilizes our highways, we have a major interest in road construction and maintenance. I have already transmitted to the members of this committee the resolution passed on January 21, here in Washington at our 19th annual convention, concerning our views on your action in connection with H.R. 8853. However, I did not want to let this opportunity pass without reaffirming our commendation on your moving forward in this critical area of planning. Through recent years the obtaining of \$1 billion for the ABC system, which H.R. 9905 and H.R. 9906 authorize, seemed at first like an idealistic goal and then as it began to materialize, like the final answer. It seems to us that even though there may be sound and logical reasons for not increasing this figure with annual increments at this time, we should not let it become an established ceiling. Certainly, this committee knows better than we do that vehicle registrations, vehicular miles traveled, etc., etc., are constantly going up and will continue to rise steadily. One phase of our job that we on the NLI staff have is to travel all over this country. We call on over 1,000 limestone producers annually. I wish that members of this committee could retrace with me one of our trips 10 years ago compared with one of last year's trips. Of course, you all have had similar experiences and I am sure you, as well as I, have had the experience of dropping off of our outstanding Interstate System onto some very outdated and inadequate secondary roads.

We all realize that we can't update all of our roads overnight, but our board, after making a very thorough study of the facts—and I will be glad to make a copy of the material we reviewed available if you wish—believe that this Nation cannot afford not to accelerate our secondary systems. When all the facts concerning our highways, which you gentlemen are well aware of, are considered, as well as President Johnson's program to attack the "pockets of poverty" it seems to us that the annual increments for these systems should be \$50 million a year until these roads are adequate to meet the needs of the taxpaying, highway using general public.

Hardly any Federal program has a more significant or immediate effect on a distressed area than does a roadbuilding project. Our national needs in both of these areas could well be served by an accelerated program in the pockets-of-poverty areas. We could have a three-pronged result—more and adequate roads, the creation of employment opportunities for the many unskilled, unemployed people in these areas and a closer realization of our safety goals which have been so dramatically demonstrated by the record on our Interstate System. And so, as this committee charts the future of our ABC systems, we hope—yes, we know, that you gentlemen will make the right decisions after considering all the factors which necessarily have to be taken into account, when such a vast program as this is involved.

Mr. Chairman and members of the committee, thank you very much for the privilege of appearing to support H.R. 9905 and to present this statement.

Mr. KOCH. I would like to just make two comments, then and I will be through.

We appreciate the chance to be here to support H.R. 9905 and 9906. We are very much in favor of this legislation, and want you to know we are back of it.

And if I may drop down to page 2, I would like to just read these two paragraphs.

We all realize that we cannot update all of our roads over night, but our board, after making a very thorough study of the facts—and I will be glad to make a copy of the material we reviewed available, if you wish—believe that this Nation cannot afford not to accelerate our secondary systems.

When all the facts concerning our highways, which you gentlemen are well aware of, are considered, as well as President Johnson's program to attack "the pockets of poverty," it seems to us that the annual increments for these systems should be \$50 million a year until these roads are adequate to meet the needs of the taxpaying highway-using general public.

Hardly any Federal program has a more significant or immediate effect on a distressed area than does a roadbuilding project. Our national needs in both of these areas could well be served by an accelerated program in the "pockets of poverty" areas.

We could have a three-pronged result—more and adequate roads, the creation of employment opportunities for the many unskilled, unemployed people in these areas, and a closer realization of our safety goals which have been so dramatically demonstrated by the record of our interstate system.

And so, as this committee charts the future of our ABC systems, we hope—yes, we know—that you gentlemen will make the right decisions after considering all the factors which necessarily have to be taken into account, when such a vast program as this is involved.

Thank you, Mr. Chairman, for the privilege of appearing.

Mr. BALDWIN. Mr. Koch, what is the position of your organization as to the various bills that have been introduced in the House of Representatives to make some raids on the highway trust fund, notably and specifically H.R. 5050, which was voted out of the House Ways and Means Committee several months ago, and which would allow taxicab companies to get a rebate of 2 cents out of the 4 cents that they pay for Federal gas tax?

Mr. KOCH. Mr. Baldwin, our organization has always been opposed to any raid on this particular highway fund, as you may know from our appearances before the various House and Senate committees.

Mr. BALDWIN. What specific action have you taken to express your views to the Members of the House against H.R. 5050?

Mr. KOCH. The only thing we have done to date is to talk to individual Members personally. We have not submitted anything formally up to this point.

Mr. BALDWIN. Well, I think it would be appropriate to state that this bill is now pending before the House Rules Committee, which might set up a meeting at any time, and I hope that you will make your views known forcibly, not only in discussion but in letter form, to the Members of Congress, because this bill has already gone one step further than I think it should have gone, because the interested groups

have not expressed themselves sufficiently to make the proper people in the House aware of the opposition to the bill.

Mr. KOCH. Possibly we should have done more than we have, and we certainly shall take your advice.

Mr. SCHWENGEL. I just want to say it is good to see you, Mr. Koch, again.

He and I have worked together on a lot of interesting measures before the Congress.

I am glad to have you say what you did as to the taxi driver situation. I am real sensitive about that, because recently I made a trip and had to take a plane from Hanover to Boston, and then take a taxi to Harvard and keep an appointment there. I found out that it cost half as much to take a taxi from the airport to Harvard Law School as it does to fly from Hanover to Boston by airplane, so it seems to me that these taxi drivers can afford to pay that tax.

Mr. KOCH. We quite agree with you, Congressman.

Mr. FALLON. Thank you again for coming up this morning.

Mr. KOCH. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Nelson?

I see you have a prepared statement, Mr. Nelson. Would you want to read it, or summarize it and put it in its entirety into the record?

STATEMENT OF M. M. NELSON, DEPUTY CHIEF OF THE FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. NELSON. Mr. Chairman, I would like to read the first page or so, and then I will summarize it and we can put it in the record.

I am M. M. Nelson, Deputy Chief of the Forest Service. It is a real pleasure for me to appear before this committee, and I appreciate the privilege and opportunity of making a statement on this bill which would authorize these appropriations for 1966 and 1967.

H.R. 10055 was transmitted to Congress by the Secretary of Commerce on February 12 of this year, with the recommendation that it be enacted. Since this bill is the bill which we favor for enactment, this paper and comments will deal with H.R. 10055.

Assistant Secretary John Baker had planned to be here, but is confined to the hospital. Had he been here, he would have wanted to express to you the importance of this legislation in the overall programs of the Department of Agriculture.

One of the main objectives of the Department is the raising of the level of both the economic and cultural opportunities of rural people, whether they live on farms or in small communities, making sure that rural people are able to enjoy a pattern of living comparable to that of the rest of our citizens.

This objective cannot be accomplished without an adequate road system that serves rural America. The roads and highways for which this bill would authorize appropriations would be a means toward this goal. All of them will strengthen the economic and social development of rural America.

A prime example of the development which an adequate road system will foster and perpetuate is the development of outdoor recreation on privately owned rural lands. This represents a high type of rural area development. It is not only a way of serving the city people who are seeking relaxation and enjoyment, but also a sound

use of agricultural lands not needed for crop production, a use that in some areas promises to be more profitable to landowners than the production of crops already in surplus could possibly be.

Mr. Chairman, that is the portion that John Baker would have included in his statement. The rest of our statement we can file.

(The statement referred to follows:)

STATEMENT OF M. M. NELSON, DEPUTY CHIEF OF THE FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. Chairman and committee members; it is a pleasure for me to appear before your committee. I appreciate the privilege and opportunity to make a statement on these bills which would authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code.

H.R. 10055 was transmitted to the Congress by the Secretary of Commerce on February 12, 1964, with the recommendation that it be enacted. Since this is the bill which we favor for enactment, I will confine my remarks to it.

Assistant Secretary Baker had planned to be here but is confined to the hospital. Had he been here he would have wanted to express to you the importance of this legislation in the overall programs of the Department of Agriculture.

One of the main objectives of the Department is the raising of the level of both the economic and cultural opportunities of rural people, whether they live on farms or in small communities, making sure that rural people are able to enjoy a pattern of living comparable to that of the rest of our citizens. This objective cannot be accomplished without an adequate transportation system that serves rural America. The roads and highways for which this bill would authorize appropriations would be a means toward this goal. All of them will strengthen the economic and social development of rural America. A prime example of the development which an adequate road system will foster and perpetuate is the development of outdoor recreation on privately owned rural lands. This represents a high type of rural area development. It is not only a way of serving the city family seeking relaxation and enjoyment, but also a sound way of using agricultural lands not needed for crop production—a use that in some areas promises to be more profitable to landowners than the production of crops, already in surplus, could possibly be.

This legislation is also of vital interest to the Department of Agriculture because it would provide authorizations for both of the ground transportation systems which serve the national forests. One is a network of forest highways; the other is a network of forest development roads and trails. Both networks are essential for developing and obtaining the maximum practicable yield and use of the products and services of the national forests on a continuing basis under the multiple-use sustained yield principle. The authorization for public lands highways is also of interest to us since some of these funds have been used in national forest areas.

The national forest system consists of 186 million acres of Federal lands and waters located in 41 States and the Commonwealth of Puerto Rico. It is mostly made up of 154 individual national forests with 182 million acres and 19 national grasslands with 4 million acres. This vast domain of Federal lands has invaluable resources of recreation, timber, water, forage, minerals, and fish and wildlife intended to be administered for the benefit of all people—local, State, and National.

The transportation system which serves the national forest part of the national forest system is a complex of highways and access roads and trails under various ownerships and jurisdictions. For administrative purposes these facilities are grouped into a forest highway system and a forest development road and trail system.

Forest highways are parts of Federal-aid, State, county, and other public highways in and adjacent to the national forests. They also provide access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for recreation and other purposes. Most of the products of the forests move over these highways en route to mill or market.

The forest highway system is administered by the Secretary of Commerce through the Bureau of Public Roads. There are about 25,500 miles of roads

in the system. The Bureau of Public Roads has estimated that the additional work needed on this network of roads will cost approximately \$2.5 billion.

Forest development roads and trails provide access to national forest lands for the protection, development, and multiple-use management of the forests, including resources on which communities in and near the forest are dependent. This system of roads and trails is administered by the Secretary of Agriculture through the Forest Service.

An adequate system of forest development roads and trails is essential to the proper development and beneficial use of the national forests and their resources. The presence or lack of access by road or trail has a direct and controlling influence on many phases of forest management, protection, utilization, and development of the national forests. Some specific examples of this are:

(a) The protection of national forest resources from fire, insects, and diseases;

(b) The use of the vast recreation opportunities on the national forest, including hunting and fishing;

(c) The volume of timber that can be marketed, especially for small sales, and the support of dependent communities, and small business enterprises; and

(d) The level of salvage cutting in dead and dying timber stands and the opportunity to promptly salvage losses resulting from fire, windstorm, insects, and disease. This is well exemplified in the success of the timber salvage program necessitated by the Columbus Day storm in the Pacific Northwest in 1962.

As of June 30, 1963, there were 186,241 miles of roads and 104,522 miles of trails in the forest development system. It is estimated that when completely installed, this system will consist of 542,250 miles of access roads and that the trail network would be reduced to 80,000 miles.

The long-range objective of the Department of Agriculture is to provide and maintain a system of forest development roads and trails which will adequately service the national forest system at the levels needed to meet expected needs and optimum production of products and services. For the year 2,000 we anticipate this will mean servicing (a) the protection requirements of watersheds producing millions of acre-feet of water each year, (b) recreation and wildlife resources used each year by some 600 million visitors, (c) timber resources supporting an annual cut of 21 billion board feet, and (d) 60 million acres of rangelands. In relation to these projected requirements, the President's Recreation Advisory Council last week recommended that an extensive study be made of the needs for scenic highways and parkway-type roads.

The "development program for the national forests" which was submitted to the Congress September 21, 1961, sets forth the resource management and development work needed in the national forests during the fiscal years 1963-1972 to assure that they will meet their full share of present and future public needs.

The estimated cost of the road and trail construction proposed in this 10-year program is approximately \$1.7 billion of which about \$1.2 billion should be financed with appropriated funds. The balance of about \$0.5 billion would constitute work performed by purchasers of national forest stumpage and would be financed by appropriate allowances in the appraisals of timber offered for sale. During the same decade about \$242 million will be required for maintenance of the system. For this work about \$182 million appropriated funds will be needed. The balance—\$60 million—represents the value of maintenance work that will be required of purchasers of national forest timber during the period.

We believe these estimates are conservative and represent our sustained efforts to make each dollar of road money fully effective. We are using the newest innovations of road and trail location and design. These methods include photogrammetric procedures for reconnaissance, route verification, centerline projection, and terrain data and automatic data processing for design computations.

We are making an intensified effort to get the most out of each road construction and maintenance dollar spent. In some situations where we have the necessary equipment and skilled personnel we construct and maintain our own roads. In most situations, however, we contract for road construction and maintenance. In situations where roads are being constructed by timber purchasers, it is our practice to supplement the construction of so-called prudent operator roads so as

to get a higher standard road for multiple-purpose use as a part of the initial construction. Where national forest land is intermingled with non-Federal land we are pursuing road dollar efficiency methods to get the transportation system needed for proper management, utilization, development, and protection of the national forest resources. In many cases we arrange for sharing use and the cost of developing a single road system to serve the cooperating landowners and users of the national forest resources and facilities. In other instances, we acquire interests in roads or road systems that have already been built by the private land or timber owner. During the past calendar year negotiations were consummated for acquiring interests in 27 private roads or road systems at a cost of nearly \$2 million. These roads and road systems involve about 550 miles which make accessible for unrestricted use nearly 750,000 acres of national forest lands supporting over 5 billion board feet of timber.

Because an adequate system of roads and trails is essential for the other phases of the 10-year development program, orderly execution of the rest of the development program for the national forests requires substantial investments in road construction for each year of the program.

Financing of the total development program for the national forests, cumulative for 1963-64, is about 93 percent. Financing of the forest road and trail activity is about 89 percent of the planned level for the same period.

Enactment of this legislation to provide authorizations of \$85 million for 1966 and \$95 million for 1967 will make it possible to assure development of the transportation system at a pace consistent with the resources development program plans and needs.

The benefits that will accrue from the development program for the national forests—a program highly dependent upon an adequate transportation system—are real and apparent.

Direct financial revenues from the national forest system will rise to about \$230 million annually by the time the 10-year program is completed, or more than double current receipts. Payments from national forest revenues for county schools and roads will increase correspondingly.

Immediate implementation of the program will accelerate resource development in areas of labor surplus and low rural income. Of the 186 million acres of land under Forest Service administration, approximately 30 million acres are in or adjacent to present areas of labor surplus and low rural income. The planned work and the resultant resource development would contribute materially to accelerating the economy of these areas.

Recreation use of the national forests has been rapidly accelerating. The jump from 68.4 million visits in 1958 to 122.6 million visits in 1963 represents an increase of nearly 80 percent. There is nothing in sight that suggests any slackening in this rate of increase. The estimate in the development program for the national forests of 195 million visits by 1972 now appears to be much too conservative. It seems likely that the number may reach 250 million. The recreationists making these visits will put into trade channels substantial amounts of money for operating equipment, transportation, licenses, lodging, and other items.

The annual sale of 13 billion board feet of sawtimber expected to be reached by the end of the 10-year period will have a total consumer value of over \$4 billion. The estimated employment directly associated with the utilization of timber harvested from the national forests will amount to about 800,000 man-years annually by 1972. This will be about twice the current level.

Benefits in the form of intangible values of the national forests are experienced by those millions of people who use the national forests for reasons other than commercial utilization of resources. No measure of value expresses the real worth of the relaxation, pleasure, rest, spiritual satisfaction, and improvement in health derived from recreation use of the national forests.

Nor can there be any complete assessment, in dollars, of the lives saved, damage prevented, and resources preserved by improved accessibility, suppression of insect and disease epidemics, fires prevented or controlled when small, and reduction and prevention of floods. All of these are benefits of the conservation program proposed for the national forests.

Substantial progress has been made. The foundation for progress is in place. This 10-year development program builds on that foundation. The result will be full development of these extensive and valuable public properties.

In closing, I want to reiterate the point that access is prerequisite to obtaining these benefits. The authorizations provided for in this legislation are thus the

keystone of the rest of the national forest program. Since road maintenance must take first priority, any reduction below the levels of these authorizations will necessitate a corresponding reduction in funds programed for construction.

Mr. NELSON. We strongly favor 10055, with the authorizations for the national forests, forest development of roads and trails, and I believe that the statement we have, which we put in the record, justifies such authorizations in relation to the whole national forest program.

It is very important that the road program go forward, in order that the rest of the national forest program, that Congressman Johnson spoke of a little earlier, can also go forward. In fact, we feel that this legislation, "road appropriations," is actually the keystone of the rest of the national forest program.

Mr. Chairman, are there any questions?

Mr. FALLON. Thank you very much, Mr. Nelson, for coming before our committee this morning.

I note that you support 10055. You talk about these two categories, forest highways and forest development roads and trails.

Mr. NELSON. That is right.

Mr. FALLON. Mr. Baldwin?

Mr. BALDWIN. Mr. Nelson, the figures that were in the authorization bill, that we authorized 2 years ago, \$70 million, for fiscal year 1964, and \$85 million for fiscal year 1965—these were authorization figures. What sum was actually appropriated for fiscal year 1964?

Mr. NELSON. In 1964, the amount authorized for obligating, which is a little different than actual funds appropriations, because the appropriations deal with the actual money, was \$65 million, rather than the \$70 million that was authorized in the act.

Mr. BALDWIN. What was in the President's budget for fiscal 1965?

Mr. NELSON. It would propose a level of road construction and maintenance at \$721½ million?

Mr. BALDWIN. In other words, the amount actually appropriated for that year is \$721½ million?

Mr. NELSON. Yes, sir; the 1965 budget proposes that level.

Mr. BALDWIN. I recall that we made a substantial jump in the authorization from the previous level. As I recall it, it was around \$40 million.

Will you just refresh my memory on the authorization level prior to the last 2 years?

Mr. NELSON. The 1960 Highway Act had a 1963 authorization of \$40 million, and the 1962 Highway Act increased the 1963 level to \$50 million.

Mr. BALDWIN. Yes. We added another \$10 million.

Mr. NELSON. And that full amount was authorized and used through the appropriation process for 1963.

Mr. BALDWIN. So, in effect, within about a 3-year period, we went from authorizations of \$40 to \$85 million?

Mr. NELSON. That is correct.

In relation to the entire national forest program that Congressman Johnson referred to, the whole program was financed for the years 1963 and 1964, at about 93 percent, and the road program was financed at about 89 percent, or a little bit less.

Mr. BALDWIN. I think that the bills, 9905 and 9906, in effect would cause a reduction from the previous year of \$15 million, and then it would be picked back up the second year. In other words, the last

previous authorization was \$85 million. H.R. 9905 and H.R. 9906 would drop it back to \$70 million, and then pick it back up to \$85 million the second year.

I think it would be a mistake to drop it back in that manner. I personally think we should at least keep it on the level. I have some doubts as to again increasing it at this time, because of the tremendous increase we have gone through in the last 3 years.

I am just expressing an opinion at this point.

Mr. NELSON. We have had, of course, a tremendous increase in the use of the national forests, too. Recreation has increased 80 percent since 1958, even faster than we anticipated in the national forest program. The timber haul, again as Congressman Johnson indicated for northern California, has increased over the entire Nation, and it is based a good deal on whether or not we can have an adequate transportation system.

Mr. BALDWIN. I am frank to say that I have constituents that are beginning to express some very mingled feelings on this subject of extending roads where they have never been before. I have a great number of constituents who are extremely active members of the Sierra Club in the San Francisco Bay area, and they of course are very active advocates of the preservation of certain wilderness areas.

And they see, in certain of these roads, not all, but certain of them, an infiltration, you might say, of civilization into areas that they feel should be preserved in the natural form.

Now, of all the things that cause them to go up in smoke, the first is this proposed Mammoth Pass Road, which I take it would not be a national forest development road, but would fall into the classification of a forest highway, which would mean going across national forests, across the Sierra Nevada Range. But I have had correspondence at various times with the Forest Service on this, because I understand that it would go through forest property.

What is the present position of the Forest Service, as to whether or not that road should be built?

Mr. NELSON. As you stated, that is not part of the forest development road system. It is on the forest highway system. It is also on the State-Federal aid system. They have held hearings on that road, the State has held hearings. They have it on these two systems.

As near as I know, there is no plan, right at the present time, for going ahead with the construction, although it is in the overall eventual plans. And our position has been to go along with the State highway recommendations.

Mr. BALDWIN. The thing, as I say, that causes my constituents to go up in smoke on this particular proposed road is that, as you know, the John Muir Trail now involves the longest continuous wilderness area unbroken by commercial invasion in the form of roads or anything else in the United States, to my knowledge, and the Mammoth Pass Road would literally cut that in two.

And there are a tremendous number of people in my district that feel that there is such a tremendous encroachment of population anyway in California that if we do not take action now to preserve this particular great wilderness area of the John Muir Trail, it will go the way that too many others have gone in the past.

And I must say the fact that the Forest Service has not taken a very clear-cut position on this issue dulls my enthusiasm for some of these additional road requests.

Mr. NELSON. I think we should make the record clear that none of the road funds in this bill or any bill would build any roads within any established wilderness areas. This Mammoth Pass area is between two wilderness areas.

We realize, Congressman Baldwin, that you have a great many constituents, as you mentioned, that get concerned any time a road goes into an area that does not have a road now. I do not mean that exactly, because, as you pointed out, there are some areas where they have no objections to roads.

But when it goes into an area that is anywhere near an established wilderness area, there is generally great concern by those supporters of wilderness areas.

Mr. BALDWIN. That is true. And I might say that I do not personally have objection to many of the roads that the Forest Service have built, but this Mammoth Pass Road is a different matter, because the Muir Trail, as I say, involves the largest unbroken natural wilderness area, unbroken by roads or any other commercial development in the United States.

I, for one, think this wilderness area should be preserved. We are having a tough enough time to preserve such wilderness areas.

Your testimony indicates that the Forest Service apparently is willing to go right along with the State. If the State says it wants to build a road across that forest, the Forest Service is not going to take any position on its own.

I personally think that the Forest Service should take a position, and that they should take the position to preserve the wilderness area completely, not the two segments, but the whole area. And I think it is unfortunate that the Forest Service has not taken a more firm stand on this issue.

As I say, the fact that it has not dulls my enthusiasm for some of these additional highway requests from the Forest Service.

Mr. NELSON. We have the largest system of wilderness in the United States, some 141½ million acres, if I am not mistaken. We recently reviewed the Minarets Wilderness Area, extended that and enlarged it some.

We are working with wilderness people toward the preservation of a fine wilderness system in the United States. We do have these areas of disagreement, I will have to admit, that you speak of, like on the Mammoth Pass area.

The forest highway funds, as you know, are programed by the State highway with the concurrence of the Forest Service, and the Bureau of Public Roads. We have one vote on that concurrence.

I think that we have to take into account the overall highway needs of a State. The State highway did hold public hearings on this particular matter, and I think are trying to be as fair as they can in relation to their highway program, as it might affect or have a bearing on wilderness areas.

The Congress, of course, has the wilderness bill under consideration at the present time, that would give further protection to the wilderness areas that are established at the present time.

The question seems to get down to whether wilderness preservation is to be given to a much larger area than the wilderness bill would establish.

Mr. SCHWENGEL. I would like to join my colleague from California in expressing concern about the lack of attention to, or what appears to be lack of attention to the recreation interests.

Your testimony indicates that the recreation interest has multiplied, did you say, 80 percent?

Mr. NELSON. Eighty percent since 1958. We now have over 122 million recreation visits.

Mr. SCHWENGEL. This indicates that this is a marvelous and appealing recreational area, that people can enjoy and use, and I think we will need it increasingly in the future.

I share this concern, and would like to associate myself with his remarks in this regard.

Now, I would like to say also, in view of the fact that this recreation is increasing—

Or maybe I should ask a question, first: Do these people pay any fee for any services, using recreational areas for recreation?

Mr. NELSON. Yes; we have at the present time a good many campgrounds where we charge an overnight fee.

The administration at the present time has a study involving fees for recreation use that would include all of the various departments that furnished a type of recreation. In fact, only last week, the President's Outdoor Recreation Council indicated that the staff should go ahead with a coordination study on recreation fees.

We are in favor of recreation fees. We do not have any recreation fees for the recreationists that use wilderness areas. The type where we do have a fee is where there are improvements such as the campground or a picnic area, where we have quite a substantial investment.

While I talk about recreationists, Congressman Schwengel, there are two classes of recreationists that perhaps we should get straight, here. The 80 percent, our 80 percent increase, is basically those recreationists that go to camp, fish, hunt, picnic, sightsee. Those are the road users. That group is quite enthusiastic in favor of additional roads and developments, so that they can use the national forests from the car.

Then the other type of recreationist is the wilderness enthusiast, that wants these larger areas set aside and preserved, and we agree with that, and we have a great many set side.

We were the first, I think, to set side wilderness for this purpose, and we certainly are strong believers that we should have areas set aside for that purpose, without any roads.

Mr. SCHWENGEL. I agree with that completely, and I am aware of the special studies and the reports asked for by the President. I think this is a good move. And I am anxiously looking forward to see that recorded.

You made mention of the fact that the people who travel in these areas are most enthusiastic backers for the expansion of recreational opportunities there. If that is the case, then, if they are the principal beneficiaries, should we not find some system of tax or fee that could be used, then, to both build and maintain these highways and roads that we build for their benefit?

Mr. NELSON. Yes; I think we agree with that. In fact, the fee that we would charge on a use area, and our idea in this overall study, is that fees would take into account the benefits that derive from that particular area, including the cost of roads within the area, the cost of tables, the sanitation, the water system, that type of thing, having a basis on the level of fee that would be charged.

Mr. SCHWENGEL. And your study would probably bring out the need for this, and make certain recommendations. Is that right?

Mr. NELSON. I am quite sure that it will; yes. The study will be headed up by the Bureau of Outdoor Recreation as the coordinating agency on this.

Mr. SCHWENGEL. What if this takes place, and we have no money to relieve the pressures and build more roads and take care of the problem that you are trying to take care of with legislation and with appropriations?

Mr. NELSON. Well, the land and water conservation fund has certain tax and money-raising features attached to it, including this charge that we have been talking about, for use of special areas, which would go into that fund.

Mr. SCHWENGEL. One further question: Do you agree with me that when and if a State asks for extension of a road system through the forest areas, they ought to pay more on the maintenance of the road after it is built?

Should they not pay a portion of the cost of building the road, when it is a direct benefit to them, when and if they ask for the road to be extended into those areas to serve their system and their people?

Mr. NELSON. Many of the highways that are inside the national forests—the cost is shared by the State, because many of them are built as State-Federal-aid highways, as well as forest highways.

The forest highways are 100-percent financed by the Federal Government, but that is so small in relation to the total job that needs to be done that I think pretty nearly all of the States are using their State-Federal-aid money on many of the roads that would be inside the national forests.

Mr. SCHWENGEL. Yes; Federal-aid money, but in my State we build these roads in the ABC system, the secondary system. The State itself puts the money in.

And my question is: Should the State, from the tax money that they levy on their people who use these roads, and from the tax money they collect from people who come into their State to use these roads, dedicate it toward building some of these roads, rather than putting the entire cost in the Federal Government?

That is what it amounts to at the present time, and the only thing the State does is pay for the cost of maintenance afterwards, according to the testimony we heard yesterday.

Mr. NELSON. Congressman Schwengel, I do not believe I made my point quite clear. State-Federal-aid highways are those referred to as the ABC system.

If the highway is built with the forest highway fund, it is 100-percent Federal, but the forest highway fund is so small in relation to the total needs that many of the States are using their State-Federal aid, including their part of the Federal aid. If it is 50-50, 50 percent State financed and 50 percent Federal, on a State-Federal-aid project

that is going through the national forest, the State would be putting up 50 percent of the cost.

Mr. SCHWENGEL. That was not according to some of the testimony we had yesterday.

Was it not a Roads man who was here?

Mr. FALLON. This was different testimony. We were talking yesterday about public development roads and trails, and public lands highways.

Mr. SCHWENGEL. Yes; I know that, but this is public lands.

Mr. FALLON. That is not his department at all.

Mr. SCHWENGEL. Then in your case, in the case of forest preserves, the State does pay some tax money?

Mr. NELSON. Many of the highways that are built inside the national forests are State highways just the same as they are outside the national forests, with the State putting up their share of the money.

Mr. SCHWENGEL. These public lands that we were talking about yesterday had some forest lands in them, and recreation areas.

Mr. BALDWIN. Would the gentleman yield?

Public lands is a category of lands that falls under the jurisdiction of the Department of Interior, Bureau of Land Management. The national forests are a separate and distinct category of land so identified as national forests. So this is a separate and distinct entity from the public lands area that are under the jurisdiction of the Department of Interior, whereas this is the Department of Agriculture.

Mr. SCHWENGEL. I am glad to know that, because that was not my understanding heretofore. I think here is a good example that we can point out to the people in this other category that we raised the question to yesterday.

Mr. FALLON. Thank you very much, Mr. Nelson, for coming before the committee this morning. We appreciate it.

Mr. NELSON. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Richards?

Mr. Richards, let me welcome you back to the committee. We have had you before us on several occasions, and it is good to have you back.

STATEMENT OF GLENN C. RICHARDS, COMMISSIONER OF PUBLIC WORKS, DETROIT, MICH., REPRESENTING THE AMERICAN MUNICIPAL ASSOCIATION

Mr. RICHARDS. It is nice to be back.

I have been coming here since 1944, as you recall, and I want to congratulate this committee. I think it is the outstanding committee of the Congress. I think it has done more for the country than any other committee.

I recall the fine work done by our Congressman Dondero and Mr. Whittington, both of them did a good job, but you are to be congratulated in carrying on where they left off. The program under way now is the most popular program, the program that has done more for the economy of our country than any program this country has ever had.

I am speaking on behalf of the American Municipal Association. Our mayor of Detroit was supposed to be here, but could not make it.

He is chairman of our Transportation Committee this year, but I am substituting for him.

We support strongly your bill for a billion dollars for the ABC, and I am sure that all the cities in the country recognize the importance of this particular program.

I want to put in the record our statement—I will not bother to read it—telling you that we do support the program. But there are two comments I would like to make quickly.

Mr. FALLON. May I say, Mr. Richards, that without objection your statement will be part of the record in full.

(Statement referred to follows:)

Mr. Chairman and members of the committee, I am Glenn C. Richards, Commissioner of Public Works of Detroit, Mich. I am here today to present a statement for Mayor Jerome P. Cavanagh, of Detroit. Mayor Cavanagh is chairman of the American Municipal Association's Transportation Committee and AMA's Highways Subcommittee. He also serves as a member of the executive committee of the American Municipal Association and, as most of you know, is most interested in urban highways. The association, of course, is vitally concerned with the subject of urban transportation in all of its aspects and has supported various progressive proposals which this committee has developed to deal with highway transportation. Cities, in fact, are grateful for the leadership which this committee has demonstrated in the provision of Federal assistance in our common objective, efficient transportation in the areas of greatest need.

The American Municipal Association has and does support the Federal-aid primary, secondary, and urban extension legislation which this committee develops. At our last annual meeting in Houston, Tex., delegates representing 13,000 municipal governments approved the following statement on this subject:

"Nearly one-half of the Nation's motor travel now occurs on city streets that account for only 10 percent of total highway mileage. This urban travel is expected to increase by more than 100 percent while rural highway mileage is expected to increase by about 30 percent. Present and expected future conditions call for a more equitable distribution of highway users revenues on the basis of road use. Although in some States large sums are distributed to be used in cities, in most States an equitable distribution will require that substantial increases be provided for municipal streets and highways. It is in municipalities where the bulk of the Nation's population resides and where a high proportion of motor user tax revenue is generated.

"The proportion of the annual appropriation made by the Federal Government devoted to the construction of highways in urban areas should be increased substantially so as to provide for the additional funds necessary for the construction of an adequate system of urban highways.

"It is hereby declared to be the policy of the American Municipal Association that secondary as well as major city streets within the corporate limits of municipalities should be eligible for Federal aid in the same proportion that Federal aid is available for the roads outside cities. The Congress is urged to amend existing highway legislation to that end."

This statement, Mr. Chairman, indicates the strength of our support for the continuation of the ABC program. Furthermore, we support H.R. 9905 in preference to H.R. 10055. It is our feeling that this committee's statement in its report on the Highway Act of 1962 represents a commitment to increase ABC funds until the \$1 billion per year figure is reached. We are convinced that the need clearly justifies the expenditure and we would respectfully urge that the committee act favorably on H.R. 9905.

We have reviewed, Mr. Chairman, the statement of principles concerning Federal-aid highway programs which were presented to the committee by the American Association of State Highway Officials. We believe that AASHO's statement is squarely in line with the proper guiding philosophy for Federal-aid highway programs. We subscribe to these principles and believe that this committee and the Congress have done a great deal to develop and uphold this philosophy.

In conclusion, Mr. Chairman, I would only add that traffic and transportation problems today are urban problems. The daily movement of people and

goods in and around cities has become one of the most complex and difficult problems facing public officials of all levels of government today. Highways, roads, and streets are the backbone of the transportation system in cities and, therefore, require coordinated efforts by all levels of government in the solution of urban motor vehicle problems. Only decisive action can stem the rising tide of traffic congestion, confusion, and accidents threatening the economic and social health of our communities. The present financial requirements are truly staggering. We are certain that proper assistance from the Federal Government is strongly indicated and we further feel that the ABC program should have a minimum financing of \$1 billion per year in view of the accumulated highway needs.

Mr. RICHARDS. Thank you, sir.

There are two points I would like to make.

First, I want to congratulate you on passing the legislation which provides for a new study of our highway needs, and I propose to contact Senator McNamara this afternoon and have our mayor contact him, and see if we cannot get the same kind of action out of the Senate committee. I understand it has bogged down right now.

That is very important. I think it is high time we took a new look at our ABC system.

As you recall, for the last 6 years I have been pointing out that part of our highway system has been standing still. We have done a good job on our Interstate System, a good job on our primary system, but the mile and half-mile roads in through cities as well as our urban counties just are not meeting the needs of today's increased traffic.

It is time we took a new look. And I am sure the study, if it comes out—and it ought to be accelerated. We should not wait for another 4 years to get it out. It ought to be out in 2 years, at least.

You will recall 4 years ago, when I proposed this, I was asked at that time not to press the point until you got the Federal system financed. That is financed now, and it is moving along and doing a wonderful job. But I think it is time we pushed a new look at the ABC system, because in my city, as well as other cities, and I am sure the county road people through Mr. Hillenbrand will press that point, we just are not meeting the needs of the heavily populated, increasing every year urban areas, both in the core cities and the area around.

That is where most of our action is taking place, by the way. You recall we were going to cut this 40,000 accidents down to nothing, but instead of that, it is going on up. The reason for that I think is that we have not kept tune with our other systems, our county systems and thoroughfare systems through the cities. And that is where the bulk of our accidents are taking place.

And we have got to widen those out. We have got to get some grade separations on those systems. We have got to put in some of the safety features which we have built into our limited access highway systems, because we just cannot afford, those of us in the highway field cannot afford, to have this increase.

I noticed this morning that in Washington you have 26 deaths this year already, compared with 8 last year. And that is true all over the country. It is going up and up and up.

In one accident this morning a man was killed on a secondary road. He hit a tree: Too narrow a road. We have that every day in Michigan. Our records are way up. We used to be the safest State in the country, and Detroit was the safest city. Well, I hate to think

now what it is going to be in the future, if we do not do something about this system.

So I hope you will push this study, which I am sure will show there is need for acceleration of our ABC system, particularly the half-mile and mile roads adjacent to the urban areas. And I am sure that there are some secondary roads outside of the urban areas that need attention, where we have not had nearly enough money to meet the needs of this growing system.

Yesterday AASHO presented to you a paper or statement on the principle in substance of the association and the Bureau of Public Roads.

There is a last paragraph that I would like to read. I have a comment to make on it.

It says that the Bureau of Public Roads and the State highway departments cooperatively utilize their experience and resources to develop and keep current those administrative and scientific techniques and standards needed to carry out the Federal air highway program.

This is not mentioning the experience and the help they could get from the experienced traffic people in our large cities.

We have no representation, cities have no representation, in the standards committee. We are now assured that they are going to move in that area.

We have gone a long way in building up a cooperation between the city, county, State, and Federal governments, but as far as the urban standards are concerned, we just are not up to snuff. And I think part of it is that they have not taken advantage of the experience we have in our large cities, such as New York and Chicago and Philadelphia, as well as many smaller cities, which have very competent traffic engineering bureaus, accident prevention bureaus. These things which we have learned from experience you have to build into your highways.

I am hoping that the Bureau will in the future allow city experts on city traffic planning right in the cities—to be a part at least of the standards committee.

We have not stressed a change in relationship between the Federal Government and the Bureau of Public Roads. We have not asked for a direct relationship, because I do not think that is the way to build highways. But I am hoping, and Mr. Rex Whitton I am sure agrees with me, that there should be a greater impetus put on this cooperation, particularly in standards in our urban areas.

And I am sure he agrees with me also on the need for concentrating our effort on these mile and half-mile roads which are feeder roads to our very wonderful interstate and trunkline systems.

I think that brings out the points I had in mind. I think we ought to be awfully proud of the program, when we think of what it is doing for the unemployment of this country. You cannot look any place in the country without seeing men working, machinery working, every place you look. And I think that has helped us at least get to somewhere near the prosperous state in which we are now.

I am hoping that the House Committee on Public Works will strongly favor the accelerated public works bill, when you get to

it. It is a little off the point, but I am hoping while I am here that I can ask your support, in the Public Works Committee of the House. I think it ought to parallel our highway legislation, that we ought to be spending \$2 billion a year rather than \$1 billion a year.

Do you recall, Congressman, when we proposed a \$2 billion program, here, and you only had half a billion dollars, and you said we were crazy? Well, I think the people of this country are talking about an accelerated public works program to meet the other needs of our country that are so deficient, and having a captive audience, here, I hope that I can ask your support for the accelerated public works program which I appeared on this morning before the Public Works Committee.

Mr. FALLON. We appreciate your coming here this morning, Mr. Richards, and giving us the benefit of your knowledge and experience on the subject.

Mr. BALDWIN. You have mentioned that the highway program is financed, and you have mentioned the additional needs in the highway field. And there is no question in my mind that there are additional needs.

You may or may not be aware that there are now very direct efforts being made to raid the highway trust fund and actually reduce what is available for this. What position has the American Municipal Association taken on H.R. 5050 to get a gasoline rebate for taxicabs taken out of the highway trust fund?

Mr. RICHARDS. At this time I do not believe our executive committee has taken any position, but I am glad you have asked that question, because we have always been against subversion of the highway fund. We have fought for years to get this committee and the other committees of Congress not to allow reimbursement for utilities.

Mr. BALDWIN. Well, let's not go off on anything except the one immediately before us.

Mr. RICHARDS. We are opposed to any diversion of these funds.

Mr. BALDWIN. This bill is before the Rules Committee. What action do you propose?

Mr. RICHARDS. I assume our executive committee will meet in the near future and will consider that bill at that time, and that our director will send in other information to go along, if you want it, as to our stand on that particular bill.

Mr. BALDWIN. I hope you will make your stand known to all the Members of the House, including the members of the Rules Committee.

Mr. RICHARDS. I am sure we will take that up at our next committee meeting and make our position known throughout the committees.

Mr. FALLON. Mr. Richards, on behalf of the committee, I thank you again for coming from the great city of Detroit and giving us this information.

Mr. RICHARDS. Thank you, Mr. Chairman. It is nice to have been here again.

Mr. FALLON. Mr. Hillenbrand?

STATEMENT OF BERNARD F. HILLENBRAND, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES

Mr. HILLENBRAND. Mr. Chairman, my name is Bernard F. Hillenbrand. I am the executive director of the National Association of Counties.

I am appearing here today on behalf of another fellow Marylander, Spero T. Agnew, the elected county executive of Baltimore County, who is chairman of our roads committee. He could not be here today to testify on behalf of the association. But I am accompanied by C. D. Ward, the general counsel of our National Association of Counties, and our statement will be very brief, Mr. Chairman.

We appear here today to vigorously support your bill, H.R. 9905, and the bipartisan bill, Mr. Cramer's bill, H.R. 9906.

I would like to read a very brief formal statement from our American county platform, which is our policy position, which is exactly to the point of your bill, Mr. Chairman.

Mr. FALLON. Go right ahead.

Mr. HILLENBRAND. Federal aid secondary.

This is our policy platform point No. 3.4.

"Counties which have primary responsibility for over 500,000 miles of Federal aid secondary roads urged the Congress to honor its commitment expressed in the 1956 act to increase appropriations for the primary, secondary, and urban extension system by \$25 million annually until they reach a level of \$1 billion a year.

"Each county in cooperation with the State and Federal Government should immediately undertake a more detailed highway needs study, upon which we can develop a realistic national program to keep development of the secondary system in balance with the other systems of roads."

Mr. Chairman, we have about 250,000 county employees engaged in roadbuilding and maintenance, and we in the National Association of Counties would like to be associated with the remarks of Glenn Richards, who has just appeared on behalf of the city of Detroit, and who is also a supervisor from the county of Wayne. We would like to associate ourselves with the idea that there needs to be a whole lot more attention paid to the so-called ABC highway system.

We would also like, Mr. Chairman, to associate ourselves particularly with the statement of principles that was delivered before this committee by the American Association of State Highway officials. This appears in the hearing of Tuesday by the witness from the AASHO, and we believe that it is very important for this committee and for the Congress to restate the basic concepts upon which the highway program is built.

You heard Mr. Richards mention that he has been appearing before this committee since 1943. NACO has been appearing before this committee since 1955. But there are a whole lot of new people coming up, who do not understand some of the basic concepts of highway construction in the United States.

We are particularly anxious that this committee and the other committees of Congress recognize that the highway building in the United States is essentially a partnership program. And I would like to read just a single paragraph, outlining our basic philosophy about highway construction in the United States.

The partnership of 50 sovereign States in one sovereign Nation is nowhere more clearly defined in law and practice than in the highway field. The Federal Government collects highway users' taxes nationally and returns a portion of them to the 50 sovereign States, on the basis of legislative formulas, to help finance selected systems of roads, the development of which are mutually determined to be in the national interest.

This relationship requires of the Federal Government that it plan and develop jointly with the States and their political subdivisions to conform to mutually agreed upon standards and specifications, a national system of highways, and that it must not violate the spirit of the State sovereignty through hamstringing regulations or arbitrary use of control over enormous sums of money.

It requires that the States and their political subdivisions exercise particular care in planning, staffing, directing, and supervising and controlling construction of the Federal aid system.

We are happy to report, Mr. Chairman, that the relationship of the county officials, the city officials, the State officials, and the Federal officials, on highway construction in the United States has never been better.

And we hear considerable talk and agitation about more firm Federal controls over the States and localities with respect to highway construction and so on, and we know that this committee has always been a very strong supporter of this partnership concept, and we would like to again emphasize the need to rededicate ourselves to these principles, as we start this expanded review of the highway program to decide what to do after 1972.

Mr. Chairman, it is a pleasure to come here and strongly support your bill, H.R. 9905, and to say that the counties are very anxious to have the appropriations expanded to the level of \$1 billion, as originally envisioned in the Federal Aid Highway Act of 1956.

Mr. FALLON. Mr. Hillenbrand, on behalf of the committee, let me thank you for taking time out to come here this morning and give us the sentiments of the county officials. Your organization has always been one of the great champions and supporters of legislation that has come out of this committee. We appreciate it, and it has been a great help.

Mr. Baldwin?

Mr. BALDWIN. Mr. Hillenbrand, I want to ask a question similar to the one I asked earlier.

This bill would increase by \$25 million a year the expenditures in the ABC program. I am not necessarily opposed to that.

If H.R. 5050, the taxicab exemption of 2 cents, goes through, it has been testified by Mr. Whitton of the Bureau of Public Roads that that would take \$7 million a year away from the trust fund.

Now, Mr. Whitton gave us a schedule that showed in 1969, the critical year, we will only have a balance of \$20 million in the trust fund, and if we allow a raid of \$7 million a year between now and then, we will have a deficit. So we could not even continue the ABC program at the present level.

What stand has your organization taken on H.R. 5050? This one dealing with the taxicab exemption from the trust fund of 2 cents per gallon?

Mr. HILLENBRAND. Mr. Baldwin, our organization is crystal clear on this point, that we are absolutely opposed to any diversion of highway user funds from the trust fund to be used for other nonhighway purposes.

We have specifically considered similar proposals, not this specific one. But again, our organization has been strongly opposed to any diversion of these highway funds.

We have tried to emphasize in all our work in this highway field that this is not the usual Federal-aid type of program, that the Federal highway program is financed by a separate system of taxes, which go into a trust fund, and that we must not finance other aspects of the Government from a special tax that is levied against highway users.

I think people should keep in mind that a large portion of highway user fees already go to the general support of Government, and that additional raids on this new highway trust fund would be disastrous.

Mr. BALDWIN. Could I ask one specific question? Because we are running into a time problem in the House and Senate. We have one more witness.

But does your organization intend to see that each member of the House is informed on your position on H.R. 5050 soon?

Mr. HILLENBRAND. Yes, sir; we certainly do.

This bill would increase our ABC appropriations, the overall authorization, \$25 million. The Federal-aid secondary apportionment of this would be 30 percent of \$25 million, or about \$8 million. It would not make any sense for us to support that increase of \$8 million, and then on the other hand have \$7 million diverted out of the fund. We would be right back where we started from.

Mr. FALLON. Thank you very much, Mr. Hillenbrand.

Mr. Rykken?

Let me on behalf of the committee welcome you here this morning.

STATEMENT OF K. B. RYKKEN, AMERICAN AUTOMOBILE ASSOCIATION; ACCOMPANIED BY CORNELIUS R. GRAY, DIRECTOR, LEGAL DEPARTMENT, AAA

Mr. RYKKEN. My name is Kermit B. Rykken. I am director of the highway department of the American Automobile Association. Appearing with me is Mr. Cornelius R. Gray, director of our legal department.

Mr. Chairman, as you know, we had at first contemplated simply filing a brief statement with the committee, but certain facts revealed in testimony by previous witnesses before this group within the past 2 days have caused us to reconsider, thus the reason for this relatively late request to appear and be heard.

The association continues its historic position of support for authorizations to carry on construction on the Federal-aid primary, secondary, and urban systems. The amount of authorizations ultimately provided for the fiscal years 1966 and 1967 will, of course, be finally determined by Congress in its wisdom, taking into account the general fiscal condition of the highway trust fund. We there-

fore take no position with regard to precise amounts of authorizations.

With regard to funds provided for in these bills for work on roads—in forest highways, forest development roads and trails, public lands development roads and trails, park roads and trails, parkways, Indian reservation roads, and bridges and public land highways, we are in general accord. Authorizations are provided from the general funds of Government as, of course, they should be.

It is estimated that between 70 and 75 percent of the revenue accruing to the highway trust fund comes from owners and operators of passenger cars and light trucks. This in itself makes it incumbent upon us to express concern with regard to certain developments which have been much discussed in the past few months, but which have taken on much more precise meaning as a result of these hearings.

I refer first to the taxicab bill (H.R. 5050) which would remove from the trust fund a total of \$56 million between now and 1972.

Second is the so-called land and water conservation bill (H.R. 3846) which would remove from the highway trust fund a total of \$282 million.

Third is the proposal by the President in his budget message to remove from the highway trust fund the proceeds of the tax on aviation gasoline to subsidize airport construction and facilities. It is estimated this would deplete the trust fund to the extent of some \$117 million.

These three diversionary bills alone total \$455 million.

The Highway Amendments Act of 1963 wisely changed a provision of the Federal Highway Act of 1956 from requiring a static design year to a provision which would require a design adequate for 20 years hence. According to testimony submitted to this committee by AASHO, the estimated cost of this design standard change between now and the end of the program is estimated to be \$1.2 billion.

In the Federal Highway Administrator's testimony it was stated that the actual total cost of \$11 billion worth of work on the Interstate System authorized from January 1, 1960, through December 31, 1963, exceeded estimates by 6 percent. If this holds true for the balance of the program, and it seems likely to, this would produce another layer of cost of \$1.2 billion.

AASHO and the Bureau are apparently in complete agreement that it is the better part of wisdom to construct all segments of the Interstate System to four-lane divided standards with full interchanges, rather than the presently contemplated two-lane segments for some 2,000 rural miles, with additional lanes and interchanges to be added later as required. If this administrative decision is carried through, the additional cost would be approximately \$800 million.

These three items alone affect the financial future of the highway trust fund to the tune of \$3.2 billion, and when added to the presently proposed diversions the total impact on the trust fund between now and 1972 is \$3.655 billion.

Let me point out also that in the AASHO testimony of March 10 considerable point was made of the new labor provisions which are almost certain to be incorporated into the Highway Act. Yet

there has been no estimate of the increased costs which will certainly stem from this action.

We fully realize that it will be much more appropriate to deal with the overall highway trust fund problem after the new cost estimate is received by Congress in early 1965, but AAA felt it would not have been carrying out its full responsibility to its membership if we did not call attention to these factors, and particularly to emphasize and vigorously oppose the constant chipping away at the highway trust fund.

In other words, gentlemen, we are going to have enough financing problems without unnecessary diversions from the highway trust fund which this committee never intended in the first place.

During the appearance of the Federal Highway Administrator before this committee on March 10 Mr. Chairman, you questioned Mr. Whitton about his reaction to the AAA resolution adopted by our annual meeting in Toronto last October, suggesting that it might be wise to delay the July 1, 1965, deadline date for considering urban Federal-aid projects in the light of their relationship to a comprehensive transportation planning process as provided for in the Federal Aid Highway Act of 1962.

In February 1963, the AAA Special Committee on Urban Transportation met and considered this problem at length. We studied the provisions of the act of 1962 with which, incidentally, we are in general agreement, but felt the difficulties which were bound to be encountered in bringing the numerous local jurisdictions together into some kind of cohesive unit capable of meeting the rather detailed requirements set forth in the Bureau's two instructional memorandums might cause some difficulty. The special committee ordered staff to make an inventory through our affiliated clubs of the status of transportation planning the then 216 areas involved. The committee met again in June of that year and reviewed the results of our survey which were somewhat disheartening. It was then that the committee recommended that it might be wise to delay the application of this particular planning criteria. It recommended:

As soon as there can be an accurate appraisal of the status of continuing comprehensive transportation planning processes, realistic deadlines should be established for individual urban areas in accordance with their respective requirements. Such deadlines should assure progress toward the establishment of comprehensive transportation planning without jeopardizing the orderly development of the National System of Interstate and Defense Highways and other Federal-aid highway progress.

We note Mr. Whitton's disagreement with that position, but we also note that even now, with only about 14 months remaining, only about 100 of the now 217 areas affected have a transportation planning process underway which would appear to qualify an urban project submitted by any one of these communities. It is true, there is some merit in the earlier date from the standpoint of forcing earlier action, and it is equally true that an urban area which is reasonably certain that it will not meet the test need not submit an urban project for approval.

We do not feel that a delay of 1 year would be harmful, if during that additional grace period, the State highway departments would step actively into the breach and induce by one means or another these laggard areas to get organized so that urban projects would not

be turned down due to lack of a comprehensive transportation planning process.

We hope to receive from the Bureau their latest inventory of places which are in difficulty and will do everything possible through our affiliated clubs to encourage local units of government to get together in this planning effort which we believe to be vital in the light of modern-day transportation requirements.

In addition, gentlemen, we are deeply concerned with a growing tendency by several committees in Congress to bypass the Public Works Committee in matters affecting the highway program and highway financing.

Three or four different committees of the Congress have gotten into the act and one, as a matter of fact, has been successful in pushing legislation through the House. While not having direct effect on the highway trust fund this action, if taken, will have a direct and dramatic effect on the pocketbook of the highway users of 100 miles of the Delaware River Valley. It will, in fact, affect the location and construction of one interstate bridge. Attached is a list and brief description of actions by other committees of Congress in the highway field which we have consistently held to be the responsibility of this committee.

Thank you.

(Appendix to statement follows:)

APPENDIX

Legislation affecting the highway program and highway financing which has bypassed the Public Works Committee of the House of Representatives and which results in diversion of highway user tax revenues:

(1) H.R. 5050 provides a rebate of one-half of the 4-cent Federal gasoline tax paid by taxicab operators. This would deplete the highway trust fund of \$56 million. It has been ordered reported by the House Ways and Means Committee without public hearings.

(2) H.R. 3846 provides for establishment of a land and water conservation fund into which would be deposited the proceeds of motor fuel taxes paid by boat owners. This would remove \$282 million from the highway trust fund. It has been reported out of the House Committee on Interior and Insular Affairs and is now before the Rules Committee. The House Ways and Means Committee concurred in the report.

(3) The budget message of the administration proposes to remove that portion of the proceeds from the tax on aviation gasoline now deposited in the highway trust fund. Such action would reduce expected revenues to the trust fund by \$117 million. No bill to accomplish this has yet been introduced but it is presumed that any such measure would go to the House Interstate and Foreign Commerce Committee and possibly to the Ways and Means Committee as well.

(4) S. 1476 and H.R. 6139 provide for the construction of the Lincoln Trail Memorial Parkway with financing to be provided by the highway trust fund. These bills have been referred to the Committees on Interior and Insular Affairs in both the Senate and the House.

(5) H.R. 4488 requires approval of the Secretary of Interior for highway projects in certain instances. This bill has been referred to the Committee on Merchant Marine and Fisheries.

(6) S. 915 grants approval powers to the Administrator of the HHFA for all land use projects in metropolitan areas, including highways. This bill has been referred to the Senate Committee on Government Operations.

In addition to the above bills relating to planned diversions from the highway trust fund and the general stewardship exercised by this Public Works Committee over highway affairs, several other actions have been taken by the Federal Congress which are expected to have a direct bearing on the pocketbook of the highway user, and consequently on his ability to support the highway trust fund. These include—

(1) Public Law 88-272, Revenue Act of 1964: This law denies the motorist the right to deduct registration fees and driver license fees from his Federal personal income tax. The Treasury Department estimates that this will cost motorists an additional \$110 million annually.

(2) H.R. 6199 grants the consent of Congress to an interstate compact which would allow the Delaware River Joint Toll Bridge Commission to divert highway user tolls for the purpose of constructing port terminal and rail facilities for the development of the Delaware River port area. This directly affects the construction of bridges and connecting highways in a 100-mile long segment of the Delaware River Valley from a point just north of Camden, N.J., to the New York State line. H.R. 6199 was reported out of the House Committee on Interstate and Foreign Commerce and has already passed the House. It is now in the Senate Judiciary Committee.

Mr. FALLON. Thank you very much, Mr. Rykken.

I know that Mr. Baldwin would like to call attention to questions that he has been asking all of the witnesses that have appeared before us.

Mr. BALDWIN. The bill has already been mentioned that I think is the worst grab of all, H.R. 5050, because the taxicabs are using the highways practically every hour of the day and night, and therefore there is no justification for this exemption in any sense. This is the worst of the three bills, in my opinion.

And I want to commend you for the statement where you have said that you intend to fight this bill in every possible manner. I so far have not received any communication in my office from the AAA or any local branches on this bill, so I take it that other members have not, either, and I trust that such communications will be sent shortly to all Members of the House, because we do not know whether this will come up before the Rules Committee, and I think it is particularly important that the Rules Committee themselves are aware of this opposition, because there were no hearings in the Ways and Means Committee, and the Ways and Means Committee have nothing in the record that would indicate any opposition.

Mr. GRAY. The committee report, Mr. Baldwin, has not as yet been printed.

Mr. BALDWIN. I know that. But my point is: Since there are no committee hearings, there cannot be any opposition reflected in that committee report, when, as, and if it is filed.

Mr. GRAY. But I would like to explain, Mr. Baldwin, that we will immediately, as soon as the report is printed—and I have been checking ever since they took the action, every 2 or 3 days, to see if the report has actually been printed.

I have been advised by the staff that it is in the process, but it has not been printed. And they assured me that the Rules Committee would take no action until the committee report had been printed.

Mr. BALDWIN. I think that is true. That is the course normally the Rules Committee pursues.

Mr. GRAY. And as soon as we know the reasons for it—I cannot imagine what the reasons are for it—we will certainly get communications not only to every Member of Congress, but we will do like we have done in the past, and alert our clubs to go to town on it.

Mr. FALLON. Mr. Rykken, when we set this hearing up for today, we did not anticipate that the House was going in at 11 o'clock.

Mr. RYKKEN. I understand.

Mr. FALLON. So if there is anything you might want to add to your statement in the record, you have, without objection, the permission of the committee.

Mr. RYKKEN. I would like to smooth it out a little bit, Mr. Chairman, and then add one or two things to it.

Mr. FALLON. Thank you very much.

The hearings on the subject matter before the committee this morning have been concluded.

(Whereupon, at 11:15 a.m., the subcommittee was adjourned, to reconvene upon call of the Chair.)

(The following was furnished for insertion:)

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D.C., March 20, 1964.

Hon. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works, Subcommittee on Roads,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN BUCKLEY: The Chamber of Commerce of the United States supports the enactment of legislation to authorize additional appropriations, through fiscal 1967, for the continued development of our Nation's highway system.

We, therefore, favor the enactment of this feature of the bills (H.R. 9905, H.R. 9906, and H.R. 10055) on which your Subcommittee on Roads recently completed hearings.

We are not at this time taking any position on the amounts of money these bills would authorize.

Please also understand that our endorsement of these bills applies only to the primary, secondary, and urban extension aspects of our highway program.

I also want to call to your attention a serious threat to our highway program. The heart of the Federal-aid highway program consists of the user charge and pay-as-you-go financing principles. In recent years, there have been threatening attacks on this self-sustaining program which, if continued, could materially deter its progress. In fact, there is some authoritative criticism to the effect that this is now happening in certain urban areas.

Most of the attacks on the highway program appear to be a preliminary maneuver toward the ultimate diversion of substantial amounts from the highway trust fund for nonhighway purposes, such as for subsidizing mass transit facilities.

We are aware that, thus far, efforts to divert these funds have not been too significant. But if the threat to raid the highway trust fund is permitted to gain momentum, it would result in a complete breakdown of the program.

We respectfully request, therefore, that your committee clearly restate in its report on these bills that the purpose of the highway trust fund is solely for the development of a system of national highways, and that any and all attempts to alter the present arrangement should and will be opposed by the committee. We believe this would reaffirm the intent of Congress as shown by the legislative history of the Highway Act of 1956.

I sincerely hope you will give careful consideration to these recommendations, and would appreciate your making this letter a part of your hearings on H.R. 9905, H.R. 9906, and H.R. 10055.

Sincerely yours,

Theron J. Rice.



LEGISLATIVE HISTORY

Public Law 88-423

H. R. 10503

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Index and summary of H. R. 10503.....	1
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INDEX AND SUMMARY OF H. R. 10503

Feb.	19, 1964	Sen. Randolph introduced and discussed S. 2520 which was referred to the Senate Public Works Committee. Print of bill and remarks of author.
Feb.	20, 1964	Rep. Buckley introduced H. R. 10055 which was referred to the House Public Works Committee. Print of bill as introduced.
Mar.	19, 1964	Rep. Fallon introduced H. R. 10503 which was referred to the House Public Works Committee. Print of bill as introduced.
Mar.	24, 1964	House committee voted to report H. R. 10503 with amendment.
Apr.	20, 1964	House committee reported H. R. 10503 with amendments. H. Report No. 1331. Print of bill and report.
May	27, 1964	House Rules Committee granted an open rule on H. R. 10503.
May	28, 1964	House Rules Committee reported resolution for the consideration of H. R. 10503.
June	3, 1964	House passed H. R. 10503 as reported.
June	4, 1964	H. R. 10503 was referred to Senate Public Works Committee. Print of bill as referred.
June	11, 1964	Senate subcommittee approved H. R. 10503 for full committee consideration.
July	1, 1964	Senate committee reported H. R. 10503 with amendments. S. Report No. 1162. Print of bill and report.
July	2, 1964	Senate passed H. R. 10503 as reported.
July	28, 1964	House agreed to Senate amendments to H. R. 10503 with amendments.
July	31, 1964	Senate concurred in House amendments to H. R. 10503.
Aug.	13, 1964	Approved: Public Law 88-423. President's message when signing bill.

DIGEST OF PUBLIC LAW 88-423

FEDERAL-AID HIGHWAY ACT OF 1964.

Includes authorizations of \$33,000,000 for forest highways and \$85,000,000 for forest development roads and trails for each of the fiscal years 1966 and 1967. Provides that funds available for forest development roads and trails may be used for the construction and maintenance of roads and trails on areas under Forest Service administration. Authorizes the use of public lands highways funds for adjacent vehicular parking areas and for sanitary, water, and fire control facilities.

REPORT OF THE BOARD OF DIRECTORS

The Board of Directors of the Company has the honor to acknowledge the receipt of the report of the Management Committee for the year 1911, and to express its appreciation of the efforts of the Management Committee in the discharge of its duties. The report shows that the Company has made considerable progress in the development of its business, and that the financial position of the Company is sound. The Board of Directors has approved the report of the Management Committee, and has authorized the Management Committee to carry out the recommendations contained therein. The Board of Directors has also authorized the Management Committee to make such other and further recommendations as it may deem advisable.

S. 2520

FEBRUARY 19 (legislative day, FEBRUARY 10), 1964

A BILL

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

SECTION 1. This Act may be cited as the “Federal-Aid
Highway Act of 1964.”

7 SEC. 2. For the purpose of carrying out the provisions of
8 title 23 of the United States Code the following sums are
9 hereby authorized to be appropriated:

II

1 eral-aid secondary system and for their extension within
2 urban areas, out of the Highway Trust Fund, \$975,000,000
3 for the fiscal year ending June 30, 1966, and \$975,000,000
4 for the fiscal year ending June 30, 1967. The sums author-
5 ized in this paragraph for each fiscal year shall be available
6 for expenditure as follows:

7 (A) 45 per centum for projects on the Federal-aid
8 primary highway system;

9 (B) 30 per centum for projects on the Federal-aid
10 secondary highway system; and

11 (C) 25 per centum for projects on extensions of
12 the Federal-aid primary and Federal-aid secondary high-
13 way systems in urban areas.

14 (2) For forest highways, \$33,000,000 for the fiscal year
15 ending June 30, 1966, and \$33,000,000 for the fiscal year
16 ending June 30, 1967.

17 (3) For public lands highways, \$3,000,000 for the
18 fiscal year ending June 30, 1966, and \$3,000,000 for the
19 fiscal year ending June 30, 1967.

20 (4) For forest development roads and trails, \$85,000,-
21 000 for the fiscal year ending June 30, 1966, and \$95,000,-
22 000 for the fiscal year ending June 30, 1967.

23 (5) For public lands development roads and trails,
24 \$2,000,000 for the fiscal year ending June 30, 1966, and
25 \$2,000,000 for the fiscal year ending June 30, 1967.

1 (6) For park roads and trails, \$23,000,000 for the
2 fiscal year ending June 30, 1966, and \$23,000,000 for the
3 fiscal year ending June 30, 1967.

4 (7) For parkways, \$11,000,000 for the fiscal year
5 ending June 30, 1966, and \$11,000,000 for the fiscal year
6 ending June 30, 1967.

7 (8) For Indian reservation roads and bridges, \$18,-
8 000,000 for the fiscal year ending June 30, 1966, and
9 \$18,000,000 for the fiscal year ending June 30, 1967.

10 TECHNICAL AMENDMENT TO TITLE 23

11 SEC. 3. The second paragraph of subsection (b) of sec-
12 tion 101 of title 23, United States Code, is amended by
13 striking out "thirteen years" and inserting in lieu thereof
14 "fifteen years" and by striking out "June 30, 1969", and
15 inserting in lieu thereof "June 30, 1971".

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. RANDOLPH

FEBRUARY 19 (legislative day, FEBRUARY 10), 1964
Read twice and referred to the Committee on Public Works



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Vol. 110

WASHINGTON, WEDNESDAY, FEBRUARY 19, 1964

No. 29

Senate

(Legislative day of Monday, February 10, 1964)

The Senate met at 12 o'clock meridian, on the expiration of the recess, and was called to order by the Acting President pro tempore [Mr. METCALF].

Rev. Edward B. Lewis, pastor, Capitol Hill Methodist Church, Washington, D.C., offered the following prayer:

We thank Thee, O God of all mankind, for the day in which we are living.

It is a day that demands the best of all men. Thus, we come in this historic body, beseeching Thy guiding presence.

This is a day, however, that is darkened by men's ignorance of each other—a day in which we hardly know whom to trust and who is our enemy or friend. But back of these clouds the sun is ever shining. There is the God of peace, love, forgiveness, and eternal life. How we thank Thee for the sunlight of this day.

Be very near to these men and women assembled to give good leadership in a great country. Surround them with the light of sound judgment. Quicken their minds and hearts with Thy Spirit of peace and good will to all mankind.

Great decisions are being made in these Halls of Congress. May the paths of right for all be found during these hours.

Give to the President of these United States and to these leaders the security of knowing that the people are prayerfully with them. Surround them with the light of Thy countenance, that this day may be made brighter because God and men have worked together through great problems.

Help us to be grateful for the material blessings which are ours. We are not favorites of Thine; however, we are a favored people. May we be wise enough to convert this abundance of material blessings into world leadership of strong, moral, and spiritual purpose.

During this month when we remember two of our greatest leaders, we express a patriotic, poetic prayer of a spiritual giant of the past who enlightened his day by his prayer; send through it the light of God for our new day:

Lord, while for all mankind we pray,
Of every clime and coast,
O hear us for our native land,
The land we love the most.

O guard our shores from every foe;
With peace our borders bless,
Our cities with prosperity,
Our fields with plenteousness.

Unite us in the sacred love,
Of knowledge, truth, and Thee;
And let our hills and valley shout
The songs of liberty.

Lord of the nations, thus to Thee
Our country we commend;
Be Thou her refuge and her trust
Her everlasting Friend.

—JOHN R. WREFORD.

This is the day which the Lord hath made; we will be glad and rejoice in it. We pray this prayer in the name of Jesus Christ, the light of the world. Amen.

THE JOURNAL

On request of Mr. MANSFIELD, and by unanimous consent, the reading of the Journal of the proceedings of Tuesday, February 18, 1964, was dispensed with.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed the bill (S. 1445) for the relief of Archie L. Dickson, Jr., with an amendment, in which it requested the concurrence of the Senate.

The message also announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H.R. 3264. An act for the relief of Esterina Ricupero;
H.R. 5306. An act for the relief of Paul James Branan;
H.R. 7757. An act for the relief of Jesse I. Ellington;
H.R. 8878. An act for the relief of Caroline G. Junghans; and
H.R. 9615. An act for the relief of John A. Peralta.

ENROLLED BILLS SIGNED

The message further announced that the Speaker had affixed his signature to the following enrolled bills and they were

signed by the Acting President pro tempore:

S. 573. An act for the relief of Elmer Royal Fay, Sr.;

S. 1206. An act for the relief of Georgia Lou Rader;

S. 1488. An act for the relief of Alessandro A. R. Cacace;

S. 1518. An act for the relief of Mary G. Eastlake; and

H.R. 7356. An act to amend title 10, United States Code, relating to the nomination and selection of candidates for appointment to the Military, Naval, and Air Force Academies.

HOUSE BILLS REFERRED

The following bills were severally read twice by their titles and referred to the Committee on the Judiciary:

H.R. 3264. An act for the relief of Esterina Ricupero;

H.R. 5306. An act for the relief of Paul James Branan;

H.R. 7757. An act for the relief of Jesse I. Ellington;

H.R. 8878. An act for the relief of Caroline G. Junghans; and

H.R. 9615. An act for the relief of John A. Peralta.

TRANSACTION OF ROUTINE BUSINESS

On request of Mr. MANSFIELD, and by unanimous consent, it was ordered that there be a morning hour, with statements therein limited to 3 minutes.

EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of executive business, to consider the nominations on the Executive Calendar.

The motion was agreed to; and the Senate proceeded to the consideration of executive business.

The ACTING PRESIDENT pro tempore. If there be no reports of committees, the nominations on the Executive Calendar will be stated.

DEPARTMENT OF STATE

The legislative clerk proceeded to read sundry nominations in the Department of State.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that these nominations be considered en bloc.

The ACTING PRESIDENT pro tempore. Without objection, the nominations in the State Department will be considered en bloc; and, without objection, they are confirmed en bloc.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the President be immediately notified of the confirmation of these nominations.

The ACTING PRESIDENT pro tempore. Without objection, the President will be notified forthwith.

LEGISLATIVE SESSION

On motion of Mr. MANSFIELD, the Senate resumed the consideration of legislative business.

ENROLLED BILLS SIGNED

The ACTING PRESIDENT pro tempore announced that on today, February 19, 1964, he had signed the following enrolled bills, which had previously been signed by the Speaker of the House of Representatives:

S. 2064. An act to relieve the Veterans' Administration from paying interest on the amount of capital funds transferred in fiscal year 1962 from the direct loans revolving fund to the loan guaranty revolving fund; and

S. 2317. An act to amend the provisions of section 15 of the Shipping Act, 1916, to provide for the exemption of certain terminal leases from penalties.

EXECUTIVE COMMUNICATIONS, ETC.

The ACTING PRESIDENT pro tempore laid before the Senate the following letters, which were referred as indicated:

EXTENSION OF AGRICULTURAL TRADE DEVELOPMENT AND ASSISTANCE ACT OF 1954

A letter from the Secretary of Agriculture, transmitting a draft of proposed legislation to extend the Agricultural Trade Development and Assistance Act of 1954, and for other purposes (with accompanying papers); to the Committee on Agriculture and Forestry.

REPORT ON REAPPORTIONMENT OF AN APPROPRIATION

A letter from the Director, Bureau of the Budget, Executive Office of the President, reporting, pursuant to law, that the appropriation to the Bonneville Power Administration for "Operation and maintenance," for the fiscal year 1964, had been reapportioned on a basis which indicates the necessity for a supplemental estimate of appropriation; to the Committee on Appropriations.

DRAFTS OF PROPOSED LEGISLATION

A letter from the Chairman, Interstate Commerce Commission, Washington, D.C., transmitting drafts of six proposed bills, to give effect to recommendations in that Commission's annual report (with accompanying papers); to the Committee on Commerce.

REPORT ON OVERPROCUREMENT OF SPARE FUZE COMPONENT USED FOR REPAIR OF IMPROVED TARTAR AND HOMING TERRIER MISSILES

A letter from the Comptroller General of the United States, transmitting, pursuant to

law, a report on overprocurement of spare fuze component used for repair of Improved Tartar and Homing Terrier missiles, Department of the Navy, dated February 1964 (with an accompanying report); to the Committee on Government Operations.

PHILIP N. SHEPHERDSON

A letter from the Acting Director, U.S. Information Agency, Washington, D.C., transmitting a draft of proposed legislation for the relief of Philip N. Shepherdson (with accompanying papers); to the Committee on the Judiciary.

REPEAL OF PROVISION OF LAW CODIFIED IN 5 U.S.C. 39

A letter from the Assistant Secretary of the Interior, transmitting a draft of proposed legislation to repeal the provisions of law codified in 5 U.S.C. 39, and for other purposes (with an accompanying paper); to the Committee on Post Office and Civil Service.

REPORT ON STATUS OF PUBLIC BUILDING PROJECTS AUTHORIZED FOR CONSTRUCTION AND ALTERATION

A letter from the Administrator, General Services Administration, Washington, D.C., transmitting, pursuant to law, a report covering the status of public building projects authorized for construction and alteration, dated December 31, 1963 (with an accompanying report); to the Committee on Public Works.

REPORT OF A COMMITTEE

The following report of a committee was submitted:

By Mr. BARTLETT, from the Committee on Commerce, with an amendment:

S. 2456. A bill to authorize appropriations for procurement of vessels and aircraft and construction of shore and offshore establishments for the Coast Guard (Rept. No. 873).

BILLS AND JOINT RESOLUTION INTRODUCED

Bills and a joint resolution were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

Mr. RANDOLPH (by request):

S. 2520. A bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes; to the Committee on Public Works.

(See the remarks of Mr. RANDOLPH when he introduced the above bill, which appear under a separate heading.)

By Mr. HUMPHREY:

S. 2521. A bill to consent to an agreement between the State of Minnesota and the Province of Manitoba, Canada, providing for an access highway to the Northwest Angle in the State of Minnesota, and to authorize the Secretary of Commerce to pay Minnesota's share of the cost of such highway; to the Committee on Foreign Relations.

(See the remarks of Mr. HUMPHREY when he introduced the above bill, which appear under a separate heading.)

By Mr. BIBLE (by request):

S. 2522. A bill to amend section 501(e) of title 16 of the District of Columbia Code relating to bond requirements in connection with attachment before judgment; and

S. 2523. A bill to amend the act entitled "An act to regulate the practice of podiatry in the District of Columbia" approved May 23, 1918, as amended; to the Committee on the District of Columbia.

By Mr. RIBICOFF (for Mr. EDMONDSON):

S. 2524. A bill to amend title IV of the Housing Amendments of 1955 with respect

to the acquisition by the Secretary of Defense or his designee of certain housing constructed and insured under section 608 of the National Housing Act; to the Committee on Banking and Currency.

By Mr. KEATING:

S.J. Res. 156. Joint resolution to observe April 9, 1964 in recognition of the courage displayed by Nazi victims of the uprising in the Warsaw ghetto in 1943; to the Committee on the Judiciary.

(See the remarks of Mr. KEATING when he introduced the above joint resolution, which appear under a separate heading.)

AUTHORIZATION OF APPROPRIATION FOR CONSTRUCTION OF CERTAIN HIGHWAYS

Mr. RANDOLPH. Mr. President, I introduce, by request, the Department of Commerce legislative proposal for authorization of appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The measure would be designated as the "Federal-Aid Highway Act of 1964." As noted, I introduce the bill by request and reserve the right to offer and/or to support amendments thereto.

I ask unanimous consent that the communication from the Secretary of Commerce to Hon. CARL HAYDEN, President pro tempore of the Senate, relating to and transmitting a draft of the proposed measure, be printed in the RECORD.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred; and, without objection, the letter will be printed in the RECORD.

The bill (S. 2520) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, introduced by Mr. RANDOLPH, by request, was received, read twice by its title, and referred to the Committee on Public Works.

The letter presented by Mr. RANDOLPH is as follows:

THE SECRETARY OF COMMERCE,
Washington, D.C., February 12, 1964.

HON. CARL HAYDEN,
President pro tempore of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: The Department of Commerce submits herewith as a part of its legislative program for the 88th Congress, 2d session, a draft of a proposed bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The purpose of the draft bill, designated the "Federal-Aid Highway Act of 1964," is to provide the necessary authorizations for continuation of the Federal-aid highway program and for other Federal highway and road construction programs and to make a technical amendment in the statutory declaration of policy relating to the Interstate System.

The Federal-Aid Highway Act of 1962, 76 Stat. 1145, authorized the appropriation of funds for the Federal-aid primary and secondary highway systems and extensions thereof within urban areas, popularly known as the A-B-C program, for the fiscal years 1964 and 1965 in the amounts of \$950 million and \$975 million, respectively. Funds authorized for the fiscal year 1964 were apportioned to the States in 1962, and the appor-

tionment of funds authorized for the fiscal year 1965 was made by the Secretary of Commerce effective July 8, 1963. It is necessary, therefore, that the Congress give consideration during this session to the enactment of legislation making annual authorizations for the fiscal years 1966 and 1967 for continuation of the construction of highways on the Federal-aid primary and secondary systems and their extensions within urban areas.

The draft bill provides for authorizations of \$975 million for the Federal-aid primary and secondary highway systems and their extensions within urban areas for each of the fiscal years 1966 and 1967. This is the level recommended for those years by the President in his special highway message to the Congress of February 28, 1961, and is consistent with the national interest expressed in section 101(b) of title 23, United States Code.

The bill also includes authorizations for 1966 and 1967 for direct Federal highway construction. The forest highways and public lands highways authorizations, administered by the Bureau of Public Roads in this Department, are necessary for continuation of these two construction and maintenance programs to meet main road needs for which other funds are not available.

The proposed public lands development roads and trails authorization for the Department of the Interior will permit the construction of about 150 miles of basic resource development roads, with necessary surfacing and bridges, for the orderly development of this system as required by the proper administration of public lands by that Department. The authorizations for both park roads and trails and parkways will continue needed construction and improvement of these roads to provide for visitor use within the national park system. The proposed Indian reservation roads and bridges authorization will furnish improved road transportation facilities commensurate with the needs of the programs of that Department for education, economic development, tribal program, community services, and resource protection and development.

The forest development roads and trails authorization for the Department of Agriculture is deemed necessary for continuing progress on the development program for the national forests which was submitted to the Congress September 21, 1961. To accomplish this program, it will be necessary to complete the construction and reconstruction of about 79,400 miles of multiple-purpose roads and 8,000 miles of trails during the 10-year period 1963-72. A portion of these roads will be built by purchasers of national forest timber, with appropriate allowances in timber appraisal. Further, it is necessary to provide maintenance to full standards on the 268,900 miles of existing access roads and trails and on the new roads and trails constructed during the period. The authorizations recommended are necessary for the forest road and trail phase of the development program to keep pace with the other phases.

Section 3 of the draft bill is a technical amendment to the declaration of policy expressed in the second paragraph of section 101(b) of title 23, United States Code. It is considered desirable in order to make this section conform with changes made by the Federal-Aid Highway Act of 1961 extending from 1969 to 1971 the period of authorization of appropriations for the National System of Interstate and Defense Highways.

The Department of Commerce recommends the draft bill for the favorable consideration by the Congress.

The Bureau of the Budget advises that enactment of the proposed legislation would be in accord with the program of the President.

Sincerely yours,

LUTHER H. HODGES,
Secretary of Commerce.

S. 2520

A bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This act may be cited as the "Federal-Aid Highway Act of 1964."

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$975,000,000 for the fiscal year ending June 30, 1966, and \$975,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For public lands highways, \$3,000,000 for the fiscal year ending June 30, 1966, and \$3,000,000 for the fiscal year ending June 30, 1967.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1966, and \$95,000,000 for the fiscal year ending June 30, 1967.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967.

(6) For park roads and trails, \$23,000,000 for the fiscal year ending June 30, 1966, and \$23,000,000 for the fiscal year ending June 30, 1967.

(7) For parkways, \$11,000,000 for the fiscal year ending June 30, 1966, and \$11,000,000 for the fiscal year ending June 30, 1967.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

TECHNICAL AMENDMENT TO TITLE 23

SEC. 3. The second, paragraph of subsection (b) of section 101 of title 23, United States Code, is amended by striking out "thirteen years" and inserting in lieu thereof "fifteen years" and by striking out "June 30, 1969", and inserting in lieu thereof "June 30, 1971".

THE NORTHWEST ANGLE HIGHWAY

Mr. HUMPHREY. Mr. President, I introduce, for appropriate reference, a bill to consent to an agreement between the State of Minnesota and the Province

of Manitoba, Canada, providing for an access highway to the Northwest Angle in the State of Minnesota, and to authorize the Secretary of Commerce to pay Minnesota's share of the cost of this highway.

This proposed legislation represents the culmination of many years of effort by the State of Minnesota and the Province of Manitoba to provide an access highway to Minnesota's so-called orphan area, the Northwest Angle. This 150-square-mile parcel of land is separated geographically from the rest of the State by the west end of Lake-of-the-Woods and the southeast corner of Manitoba. Until Alaska became a State, the angle included the United States most northern point. Travel between the Northwest Angle and the rest of Minnesota has always been limited to boat, plane, or over ice of Lake-of-the-Woods during the winter.

To overcome this serious and dangerous travel barrier, Minnesota and Manitoba have reached agreement on the joint construction of a 32-mile highway from the Minnesota-Manitoba border north of Warroad, Minn., around the west end of the Lake-of-the-Woods to the western boundary of the Northwest Angle. The negotiations which produced this compact between Minnesota and Manitoba were authorized by Congress in Public Law 85-877, approved on September 2, 1958, and by chapter 132 of the 1959 Laws of the State of Minnesota.

The agreement contains the express provision that it shall not be binding on the State of Minnesota until Congress grants its approval. The proposed legislation I introduce today requests such approval, and further seeks authorization of an appropriation sufficient to pay Minnesota's share of the cost of the highway.

It is contemplated that this access highway will ultimately be part of an extension of the highway known as the Great River Road which will traverse the entire length of the Mississippi River. I have previously introduced legislation—S. 1672—to assist in the construction and acquisition of lands for the Great River Road.

The proposed Northwest Angle Highway will serve the expanding population in the upper Midwest by providing more convenient access to this marvelous and almost untouched recreational and scenic area. The Northwest Angle itself is geographically unique and has a fascinating history, thereby making the area most attractive to vacationers and tourists. The road will also develop a point of safe and convenient public access to the island-studded portion of the Lake-of-the-Woods without the hazards of crossing the Big Traverse or large body of open water.

Mr. President, the Northwest Angle Highway is a fascinating project which will open up to every American one of the most interesting and least known areas of the United States. This project has been pursued for many years and I express the sincere hope that Congress

may act affirmatively and promptly on this legislation.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 2521) to consent to an agreement between the State of Minnesota and the Province of Manitoba, Canada, providing for an access highway to the Northwest Angle in the State of Minnesota, and to authorize the Secretary of Commerce to pay Minnesota's share of the cost of such highway, introduced by Mr. HUMPHREY, was received, read twice by its title, and referred to the Committee on Foreign Relations.

COMMEMORATION OF UPRISING OF JEWISH PEOPLE IN WARSAW GHETTO

Mr. KEATING. Mr. President, a little less than 21 years ago occurred one of the most epochal struggles for human liberty in history—the uprising of the Jewish people within the Warsaw ghetto.

During the Second World War, Poland had been divided between two tyrannical governments—the Soviet Union and Nazi Germany. Three million Jewish people lived in the German occupied parts—350,000 in Warsaw.

The Nazi conquerors at first compelled all the Warsaw Jews to live in the worst slum area of the city. Gradually, separate sections of a high wall were built around that area, until one grim morning in November 1940 the entire ghetto was surrounded by a 10-foot wall and the Jews were forbidden to pass through the various gates except by special permit. Tens of thousands of them had jobs outside the ghetto, but they were now forbidden to continue their employment.

The Nazis shipped another 150,000 Jews from other Polish cities into the Warsaw ghetto, also depriving them of any means of earning a living. Then, ruthlessly and brutally, the Nazi government effected its policy of starving the people to death—the Jews were allowed some minimal food rations, so that there was no immediate mass starvation, but every month thousands died from hunger, disease, and the brutalities administered by the Nazi conquerors.

In July of 1942, in efforts to "purify" Eastern Europe of the Jews, the Nazis rounded up hundreds of Jews at a time within the ghetto, shoved them into boxcars like animals, and shipped them to the concentration camp at Treblinka, where they were put to death in gas chambers.

After 2 months of this terrifying policy, 50,000 Jews remained in the Warsaw ghetto. The Nazis had been very clever in creating the impression that the deportations would cease the next day, thus leaving their victims with a hope that they might be allowed to survive.

Soon, however, the remaining Jews realized that none of them would be spared and that mass resistance would be their only hope. Knowing they could not prevail against the power of their enemy,

these courageous people resolved to make the supreme sacrifice with dignity and with a massive struggle for the liberty they held so dear.

On April 19, the Germans came once again to the ghetto to ship more of the Jews to their death but this time they were rebuffed. After meeting several more efforts of resistance, the Nazis resorted to burning down the buildings block by block, so as to burn the Jews out. Thousands did burn to death, thousands more died of starvation, disease, and injuries. A few managed to hide in the underground bunkers they had dug, until finally the last of these bunkers was seized, 3 weeks after the uprising. The remaining buildings were dynamited, reducing the Warsaw ghetto to ashes and rubble.

It is necessary, Mr. President, actually to visit and to see the ghetto, as it was my privilege to do a year ago last fall, to understand the situation. Even then one can only faintly comprehend the grim horror of those terrible days.

Yet this pile of ashes, horrifying and tragic, remains an expression of this indomitable human spirit even in the face of certain defeat. Weakened by disease and starvation and hopelessly outnumbered, these courageous people battled to death for freedom and liberty. They have not died in vain—their struggle and sacrifice will live forever in the hearts and memories of all free people fortunate to claim a birthright in a free society.

And also out of the ashes of the Warsaw ghetto rises a living memorial—the young and great State of Israel. A haven for the Jewish people, Israel today stands as a showcase of free government in the Middle East.

Mr. President, April 9 of this year, corresponding to the 27th day of Nissan of the Hebrew Judaic calendar, will mark the 21st anniversary of this historical uprising. In this connection, I am introducing for appropriate reference a joint resolution in recognition of this date. In the name of free people everywhere, I hope the Senate will act favorably and expeditiously.

The ACTING PRESIDENT pro tempore. The joint resolution will be received and appropriately referred.

The joint resolution (S.J. Res. 156) to observe April 9, 1964, in recognition of the courage displayed by Nazi victims of the uprising in the Warsaw ghetto in 1943, introduced by Mr. KEATING, was received, read twice by its title, and referred to the Committee on the Judiciary.

REVIVAL OF OFFICE OF GENERAL OF THE ARMIES—ADDITIONAL COSPONSOR OF BILL

Mr. JAVITS. Mr. President, I ask unanimous consent, with the consent of the Senator from Missouri [Mr. SYMINGTON], that I may be added as a cosponsor of Senate bill 2396 to confer a sixth star on Gen. Douglas MacArthur.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

HEARINGS ON CERTAIN NOMINATIONS BY COMMITTEE ON POST OFFICE AND CIVIL SERVICE

Mr. JOHNSTON. Mr. President, a public hearing on the nominations of Mr. Frederick C. Belen to be Deputy Postmaster General and Mr. William M. McMillan to be an Assistant Postmaster General for the Bureau of Operations of the Post Office Department will be held on Friday, February 21, 1964, at 10 a.m. in Room 6202 of the New Senate Office Building.

The hearing will be held before the full committee.

Anyone wishing to testify may arrange to do so by calling Capitol 4-3121, extension 5431.

HEARINGS ON S. 2455, A BILL TO AMEND FURTHER THE PEACE CORPS ACT

Mr. FULBRIGHT. Mr. President, I wish to announce that on Monday, February 24, the Committee on Foreign Relations will hold an open hearing on S. 2455, a bill to amend further the Peace Corps Act. Mr. Sargent Shriver, Director of the Peace Corps, will present testimony at 10:30 a.m. in room 4221, New Senate Office Building.

Anyone wishing to testify on S. 2455 is requested to notify the clerk of the committee as soon as possible.

ENROLLED BILLS PRESENTED

The Secretary of the Senate reported that on today, February 19, 1964, he presented to the President of the United States the following enrolled bills:

S. 573. An act for the relief of Elmer Royal Fay, Sr.;

S. 1206. An act for the relief of Georgie Lou Rader;

S. 1488. An act for the relief of Alessandro A. R. Cacace;

S. 1518. An act for the relief of Mary G. Eastlake;

S. 2064. An act to relieve the Veterans' Administration from paying interest on the amount of capital funds transferred in fiscal year 1962 from the direct loan revolving fund to the loan guaranty revolving fund; and

S. 2317. An act to amend the provisions of section 15 of the Shipping Act, 1916, to provide for the exemption of certain terminal leases from penalties.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. ROBERTSON:

Excerpt from article entitled "Business Outlook," written by J. A. Livingston and published in the American Banker of recent date.

PRESIDENT JOHNSON RIGHT IN CUTTING AID TO FIVE COUNTRIES THAT SELL TO CUBA

Mr. PROXMIRE. Mr. President, the State Department has been criticized by

88TH CONGRESS
2D SESSION

H. R. 10055

H. R. 10055

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 20, 1964

Mr. BUCKLEY introduced the following bill; which was referred to the Committee on Public Works

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the “Federal-Aid
5 Highway Act of 1964.”

6 AUTHORIZATIONS

7 SEC. 2. For the purpose of carrying out the provisions of
8 title 23 of the United States Code the following sums are
9 hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the Fed-

1 eral-aid secondary system and for their extension within
2 urban areas, out of the Highway Trust Fund, \$975,000,000
3 for the fiscal year ending June 30, 1966, and \$975,000,000
4 for the fiscal year ending June 30, 1967. The sums author-
5 ized in this paragraph for each fiscal year shall be available
6 for expenditure as follows:

7 (A) 45 per centum for projects on the Federal-aid
8 primary highway system;

9 (B) 30 per centum for projects on the Federal-aid
10 secondary highway system; and

11 (C) 25 per centum for projects on extensions of the
12 Federal-aid primary and Federal-aid secondary high-
13 way systems in urban areas.

14 (2) For forest highways, \$33,000,000 for the fiscal
15 year ending June 30, 1966, and \$33,000,000 for the fiscal
16 year ending June 30, 1967.

17 (3) For public lands highways, \$3,000,000 for the fiscal
18 year ending June 30, 1966, and \$3,000,000 for the fiscal
19 year ending June 30, 1967.

20 (4) For forest development roads and trails, \$85,000,-
21 000 for the fiscal year ending June 30, 1966, and \$95,000,-
22 000 for the fiscal year ending June 30, 1967.

23 (5) For public lands development roads and trails,
24 \$2,000,000 for the fiscal year ending June 30, 1966, and
25 \$2,000,000 for the fiscal year ending June 30, 1967.

1 (6) For park roads and trails, \$23,000,000 for the
2 fiscal year ending June 30, 1966, and \$23,000,000 for the
3 fiscal year ending June 30, 1967.

4 (7) For parkways, \$11,000,000 for the fiscal year
5 ending June 30, 1966, and \$11,000,000 for the fiscal year
6 ending June 30, 1967.

7 (8) For Indian reservation roads and bridges, \$18,-
8 000,000 for the fiscal year ending June 30, 1966, and
9 \$18,000,000 for the fiscal year ending June 30, 1967.

10 TECHNICAL AMENDMENT TO TITLE 23

11 SEC. 3. The second paragraph of subsection (b) of sec-
12 tion 101 of title 23, United States Code, is amended by
13 striking out "thirteen years" and inserting in lieu thereof
14 "fifteen years" and by striking out "June 30, 1969", and
15 inserting in lieu thereof "June 30, 1971".

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. BUCKLEY

FEBRUARY 20, 1964

Referred to the Committee on Public Works

88TH CONGRESS
2D SESSION

H. R. 10503

IN THE HOUSE OF REPRESENTATIVES

MARCH 19, 1964

MR. FALLON introduced the following bill; which was referred to the Committee on Public Works

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. This Act may be cited as the "Federal-Aid
4 Highway Act of 1964".

5 SEC. 2. For the purpose of carrying out the provisions of
6 title 23 of the United States Code the following sums are
7 hereby authorized to be appropriated:

8 (1) For the Federal-aid primary system and the Fed-
9 eral-aid secondary system and for their extension within
10 urban areas, out of the Highway Trust Fund, \$1,000,000,-

1 000 for the fiscal year ending June 30, 1966, and \$1,000,-
2 000,000 for the fiscal year ending June 30, 1967. The sums
3 authorized in this paragraph for each fiscal year shall be
4 available for expenditure as follows:

5 (A) 45 per centum for projects on the Federal-aid
6 primary highway system;

7 (B) 30 per centum for projects on the Federal-aid
8 secondary highway system; and

9 (C) 25 per centum for projects on extensions of the
10 Federal-aid primary and Federal-aid secondary high-
11 way systems in urban areas.

12 (2) For forest highways, \$33,000,000 for the fiscal year
13 ending June 30, 1966, and \$33,000,000 for the fiscal year
14 ending June 30, 1967.

15 (3) For forest development roads and trails, \$85,000,-
16 000 for the fiscal year ending June 30, 1966, and \$85,000,-
17 000 for the fiscal year ending June 30, 1967.

18 (4) For public lands development roads and trails,
19 \$2,000,000 for the fiscal year ending June 30, 1966, and
20 \$2,000,000 for the fiscal year ending June 30, 1967.

21 (5) For park roads and trails, \$23,000,000 for the fiscal
22 year ending June 30, 1966, and \$23,000,000 for the fiscal
23 year ending June 30, 1967.

24 (6) For parkways, \$11,000,000 for the fiscal year end-

1 ing June 30, 1966, and \$11,000,000 for the fiscal year end-
2 ing June 30, 1967.

3 (7) For Indian reservation roads and bridges, \$18,000,-
4 000 for the fiscal year ending June 30, 1966, and \$18,000,-
5 000 for the fiscal year ending June 30, 1967.

6 (8) For public lands highways, \$3,000,000 for the fiscal
7 year ending June 30, 1966, and \$3,000,000 for the fiscal
8 year ending June 30, 1967.

9 SEC. 3. The second paragraph of subsection (b) of sec-
10 tion 101 of title 23, United States Code, is amended by
11 striking out "thirteen years" and inserting in lieu thereof
12 "fifteen years" and by striking out "June 30, 1969", and
13 inserting in lieu thereof "June 30, 1971".

14 SEC. 4. For the purposes of section 2 of this Act each
15 of the following terms shall have the same meaning as is
16 given it in section 101 of title 23 of the United States Code:

17 (1) Forest development roads and trails;

18 (2) Forest highway;

19 (3) Indian reservation roads and bridges;

20 (4) Park roads and trails;

21 (5) Parkway;

22 (6) Public lands highways;

23 (7) Federal-aid primary system;

24 (8) Federal-aid secondary system;

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FALLON

MARCH 19, 1964

Referred to the Committee on Public Works

- 1 (9) Urban area;
- 2 (10) Public lands development roads and trails.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

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For actions of Mar. 24, 1964
88th-2nd; No. 55

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HIGHLIGHTS: House Rules Committee formally cleared food stamp bill. House passed Treasury-Post Office appropriation bill. Reps. Hoeven and Curtis opposed acceptance of Senate passed cotton-wheat bill. Rep. Fraser complimented nomination of Jacobson to be Assistant Secretary of Agriculture. Sen. Yarborough urged enactment of legislation to control meat imports. Sen. Aiken inserted Sen. Mundt's NRECA speech reviewing proposals for additional congressional controls over REA program. Sen. Hartke introduced and discussed bill to provide supplemental appropriation for watershed planning. Rep. Cooley urged passage of tobacco research legislation and criticized "wild accusations" of "deal" between AMA and Tobacco Institute.

HOUSE

1. FOOD STAMP PLAN. The Rules Committee reported a resolution for consideration of H. R. 10222, the food stamp bill. p. 5967

The bill includes provisions as follows: Authorizes the Secretary of Agriculture to formulate and administer a food stamp program under which, at the request of an appropriate State agency, eligible households within the State shall be provided with an opportunity more nearly to obtain a nutritionally adequate diet through the issuance to them of a coupon allotment. Provides that coupons received by eligible households shall be used only to purchase designed food from retail food stores approved for participation in the program. Authorizes each State to establish standards, subject to the approval of the Secretary, to determine the eligibility of applicant households to participate in the program. Provides that households shall be charged such portion of the face value of the coupon allotment issued to them as is determined to be equivalent to their normal expenditures for food, and that funds derived from the charges made for the coupon allotment shall be deposited in a separate

account in the U. S. Treasury for redemption of the coupons. Provides that coupons accepted by retail food stores shall be redeemed through approved wholesale food concerns or through banks, with the cooperation of the Treasury Department. Authorizes the appropriation of not to exceed \$25 million for fiscal year 1964, \$75 million for fiscal year 1965, \$100 million for fiscal year 1966, and \$200 million for fiscal year 1967, to carry out this program. Requires participating States to pay to the Federal Government 50 percent of the value of free food stamps issued to participants within the State.

2. APPROPRIATIONS. Passed, 326 to 20, with amendment H. R. 10532, the Treasury-Post Office and Executive Office appropriation bill for 1965. This bill includes funds for the Budget Bureau, the Council of Economic Advisers, and the Advisory Commission on Intergovernmental Relations. pp. 5906-35
3. COTTON; WHEAT. Rep. Hoeven spoke against House agreement to the Senate-passed version of the cotton-wheat bill, in reply to Secretary Freeman's letter requesting its passage (pp. 5935-6). Rep. Curtis inserted his testimony before the Rules Committee also opposing passage of the cotton-wheat bill in its present form (pp. 5941-2).
4. ASSISTANT SECRETARY. Rep. Fraser commended the President's nomination of Mrs. Jacobson as Assistant Secretary of Agriculture. pp. 5958-9
5. FOREIGN TRADE. Rep. Dent urged the making of arrangements for an international conference on wool and urged reductions in textile imports. pp. 5952-7
The Ways and Means Committee reported with amendment H. R. 2652, to provide for duty-free importation of certain wools for use in the manufacturing of polishing felts (H. Rept. 1270); H. R. 4198, to provide for the free importation of soluble and instant coffee (H. Rept. 1272); H. R. 8268, to prevent double taxation of certain tobacco products exported and returned unchanged to the U. S. and subsequently reprocessed in the manufacturer's bonded factory (H. Rept. 1275); and H. R. 8975, to provide for the tariff classification of certain particleboard (H. Rept. 1277); and without amendment H. R. 8461, to permit the manufacture in bonded manufacturing warehouses of cigars made of tobacco imported from more than one foreign country (H. Rept. 1276). pp. 5967-8
Rep. Lipscomb complimented the Commerce Department's decision to continue publication of the daily list of export licenses approved by that Department. p. 5905
The Ways and Means Committee voted to report (but did not actually report) H. R. 10463, to continue through June 30, 1965, the existing suspension of duties for metal scrap. p. D231
6. STATION TRANSFERS. The Ways and Means Committee voted to report (but did not actually report) H. R. 10465, to extend for a temporary period the free importation of personal and household effects brought into the U. S. under Government orders. p. D231
7. CREDIT PROGRAMS. Rep. Gonzalez inserted an article containing Rep. Patman's statement that the Banking and Currency Committee is making a survey of Federal credit programs, which is to be published, and including an editor's note on the publication of a survey of Government lending activities by the Journal of the American Bankers Association. pp. 5957-8
8. ROADS. The Public Works Committee voted to report (but did not actually report) with amendment H. R. 10503, to authorize appropriations for 1966 and 1967 for construction under the Federal-Aid Highway Act, including forest roads and trails. p. D231

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
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HIGHLIGHTS: Sen. Burdick defended USDA programs and employment against recent criticism. Sen. Humphrey inserted his speech favoring legislation to prohibit unfair price discrimination. Sen. Hruska commended Extension Service on its 50th anniversary. Reps. Lipscomb and Rumsfeld voiced opposition to further trade with Communists and Rep. Stinson urged unified East-West trade strategy. House committee reported defense appropriation bill. Sen. Proxmire introduced and discussed bill to provide additional funds for special milk program.

SENATE

- 1. CIVIL RIGHTS.** Continued debate on H. R. 7152, the civil rights bill (pp. 8159-74, 8180-95, 8220-30, 8238-49). Sens. Smathers and Allott discussed the possible effects on the school lunch program if Federal funds should be withheld under provisions of the bill (pp. 8246-9).
- 2. FARM PROGRAM.** Sen. Burdick referred to "a cartoon depicting one Agriculture Department employee for every 30 farms in the United States," reviewed the benefits of USDA programs to consumers and the public generally, and stated that "these facts puncture the impression given by critics that swarms of bureaucrats in the Agriculture Department are at the service of the Nation's farmers." pp. 8197-8
- 3. EXTENSION SERVICE.** Sen. Hruska reviewed and commended the work of the Extension Service on its 50th anniversary and inserted a recent interview with the

Director of the Nebr. Cooperative Extension Service discussing extension work. pp. 8249-52

4. DAIRY; PRICES. Sen. Humphrey inserted his address at the annual convention of the National Independent Dairies Assoc. favoring enactment of legislation to prohibit unfair price discrimination against small businesses, particularly in the dairy industry. pp. 8209-10
5. DISASTER RELIEF. Sens. Gruening and Bartlett urged additional Federal and private aid for rehabilitation work in Alaska as a result of the recent earthquake. pp. 8176-7, 8198-9
6. CONSERVATION. Sen. McGee inserted a tribute to former President Kennedy for his conservation tour in several Western States in the fall of 1963. pp. 8199-8200
7. WATER RESOURCES. Sen. Church criticized opposition, particularly by the Idaho Power Co., to the proposed Lower Teton project for reclamation, power, recreational, and flood control benefits. pp. 8203-4
8. FOREIGN AID. Sen. Church commended President Johnson's "decision to hold the line on foreign aid," and inserted an article discussing the President's foreign aid request. p. 8204
9. YOUTH EMPLOYMENT. Sen. Humphrey inserted Sen. Pell's address commending recommendations in the proposed poverty program for the training of youth for better occupations. pp. 8208-9

HOUSE

10. FOREIGN TRADE. Reps. Lipscomb and Rumsfeld voiced opposition to further trade with the Communists and Rep. Stenson urged the U. S. to "secure allied agreement on a unified East-West trade strategy." Rep. Lipscomb also inserted a study, "The Strategic Implications of Trade with Communist Nations." pp. 8128-35
11. DEFENSE DEPARTMENT APPROPRIATIONS, 1965. The Appropriations Committee reported (on Apr. 17, during adjournment) this bill, H. R. 10939 (H. Rept. 1329). p. 8147
12. PUBLIC BUILDINGS. Received from the Public Works Committee the approved prospectuses for certain public buildings projects. pp. 8111-2
13. ROADS. The Public Works Committee reported with amendments H. R. 10503, to authorize appropriations for 1966 and 1967 for construction under the Federal Aid Highway Act, including forest roads and trails (H. Rept. 1331). p. 8147
14. WILDLIFE. Passed as reported S. 793, to promote the conservation of the Nation's wildlife resources on the Pacific flyway in Ore. and Calif. and to aid in the administration of the Klamath reclamation project. pp. 8119-22
15. ELECTRIFICATION. Rep. Thompson (Texas) complimented and inserted an article "pertaining to the inconsistent treatment afforded liberalized depreciation by the Federal Power Commission." pp. 8143-4

FEDERAL-AID HIGHWAY ACT OF 1964

APRIL 20, 1964.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. FALLON, from the Committee on Public Works,
submitted the following

REPORT

[To accompany H.R. 10503]

[T]he Committee on Public Works, to whom was referred the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 3, after line 13, insert the following:

SEC. 4. (a) Section 104(b)(5) of title 23 of the United States Code is amended by striking out "January 2, 1962." and inserting in lieu thereof "January 2, 1961."

(b) Section 209 of title 23 of the United States Code is amended by adding at the end thereof the following new subsection:

"(d) Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities."

(c) The first sentence of subsection (b) of section 320 of title 23 of the United States Code is amended by striking out "the State" and all that follows down to and including "the Secretary" and inserting in lieu thereof: "the State in which such bridge is to be located, or the appropriate subdivision of such State, shall enter into an agreement with such agency and with the Secretary".

Page 3, line 14, strike out "4." and insert in lieu thereof "5."

EXPLANATION OF AMENDMENTS

Two of the three amendments adopted by the committee are purely technical in nature. The first of these amendments is contained in subsection (a) of section 4 of the bill and merely changes the date of January 2, 1962, to January 2, 1961, in title 23 of the United States Code. This change in date was enacted into law by Public Law 85-899 but a conforming amendment has not been made in the United States Code.

The second technical amendment, which is contained in subsection (c) of section 4 of H.R. 10503, simply corrects a misprint that has existed in section 320 of title 23 of the United States Code since it was enacted.

The third amendment, which is contained in subsection (b) of section 4 of H.R. 10503, amends section 209 of title 23 of the United States Code to provide authority to use funds available for public land highways for adjacent vehicular parking areas and for sanitary, water, and fire control facilities. This amendment conforms with authority now contained in existing law to use funds available for forest highways, forest development roads and trails, and public lands development roads and trails for such purposes.

All three amendments are recommended by the Department of Commerce through the Bureau of Public Roads.

CLEAN BILL AND HEARINGS

Hearings were held on March 10, 11, and 12, 1964, on H.R. 9905, H.R. 9906, and H.R. 10055 which were superseded by the reported bill H.R. 10503. Testimony was heard from representatives of the Department of Commerce and other interested organizations and individuals. At the time of these hearings certain suggested changes were recommended in H.R. 9905 as originally introduced and these changes are embodied in the clean bill, H.R. 10503.

THE A-B-C HIGHWAY PROGRAM

Section 2 of H.R. 10503 provides for the usual biennial authorizations for fiscal years 1966 and 1967 for the A-B-C Federal aid highway program, as well as authorizations for these fiscal years for the several classes of Federal domain roads. The committee considers it essential that funds be authorized for these fiscal years for the Federal-aid primary and secondary highway systems and their extensions within urban areas in order that the States may have sufficient time for planning their individual road construction programs, including any financing procedures necessary to provide the required State matching funds under the Federal-aid highway program. Authorization of these funds is necessary in the very near future in order that timely apportionment may be made of funds authorized for fiscal year 1966.

The Federal-Aid Highway Act of 1962 authorized the amount of \$950 million for the A-B-C program for the fiscal year 1964 and the amount of \$975 million for the fiscal year 1965. The committee has carefully considered the legislative history of the Federal-Aid Highway Act of 1956, as well as subsequent highway legislation which evi-

dences the intent of the Congress that there should be a progressive increase of \$25 million each year in funds authorized for the A-B-C program until an annual authorization of \$1 billion is reached. While the committee is not unmindful of the recommendations of the President that the authorizations for the A-B-C program be held to \$975 million for the fiscal years 1966 and 1967, the committee nevertheless feels, after the consideration of all testimony received and in view of the history of this matter, that the increases contained in H.R. 10503 raising the A-B-C authorization to a billion dollars for the fiscal years 1966 and 1967 is in keeping with the intent of Congress when the Federal-Aid Highway Act of 1956 was passed. The committee believes that it is desirable and necessary that this vital portion of the highway program continue at appropriate levels to keep it in balance with the accelerated interstate program. Hence, the committee recommends that funds for the A-B-C program for fiscal years 1966 and 1967 be authorized in the amount of \$1 billion for each year.

The Federal-aid highways which would be aided by this bill extend into every county of the United States. The present extent of the Federal-aid primary system is 224,630 miles, exclusive of Interstate System mileage, of which 203,298 miles are in rural areas and 21,332 miles are in urban areas. The Federal-aid secondary system at this time consists of 621,189 miles, including 587,659 rural miles and 16,777 urban miles. At the present time, therefore, the total mileage of highways covered under the A-B-C program is over 845,000 miles, carrying almost half of the total of all highways traffic in the Nation.

For the A-B-C program, including the special \$400 million program authorized by section 2(a) of the Federal-Aid Highway Act of 1958, projects have been completed since July 1, 1956, at a total cost of \$11.5 billion, and engineering and right-of-way acquisition totaling \$792 million.

A-B-C projects were underway or authorized on December 31, 1963, totaling \$3.8 billion and included nearly 21,000 miles of construction contracts at a total cost of \$3.1 billion and engineering and right-of-way acquisition totaling \$732 million.

The status of active and completed projects under the A-B-C program is shown by States in the following table:

	332.2	154.6	416.3	12.6	6.1	344.8	160.7	876.0	419.1	2,394.6	14.5	7.0	890.5	426.1
New York	71.8	35.7	349.9	22.2	11.1	94.0	46.8	237.8	119.8	3,978.5	48.6	24.1	286.4	143.9
North Carolina	33.2	16.7	1,391.0	1.8	1.0	35.0	17.7	138.3	70.7	8,832.5	7.3	3.7	145.6	74.4
North Dakota	154.3	86.0	292.3	8.7	4.3	163.0	90.3	422.3	223.2	1,949.4	78.8	39.1	501.1	262.3
Ohio	66.0	33.0	739.1	8.6	4.3	74.6	37.3	202.6	127.8	4,224.0	9.2	4.4	261.8	132.2
Oklahoma	46.5	18.8	149.2	8.3	5.1	54.8	23.9	148.4	90.2	1,705.7	10.3	6.2	158.7	96.4
Oregon	164.1	75.5	319.5	27.1	13.6	181.2	89.1	532.4	265.0	1,478.2	42.3	21.1	574.7	286.1
Pennsylvania	12.6	6.3	22.1	16.5	8.2	29.1	14.5	52.0	26.1	176.2	8.4	4.2	60.4	30.3
Rhode Island	50.1	25.6	1,185.9	1.2	.6	51.3	26.2	141.5	72.8	4,313.9	15.7	7.8	157.2	80.6
South Carolina	25.9	14.3	652.1	.6	.3	26.5	14.6	142.8	80.5	6,206.3	1.7	1.0	144.5	81.5
South Dakota	42.8	21.7	294.6	30.6	15.3	73.4	37.0	246.9	124.8	5,149.1	13.5	5.4	260.4	130.2
Tennessee	143.0	75.2	1,319.3	1.7	.9	144.7	76.1	770.5	397.4	13,043.9	4.6	2.5	775.1	399.9
Texas	20.9	16.1	178.1	5.4	4.1	26.3	20.2	78.7	55.4	1,094.7	7.5	5.5	86.2	60.9
Utah	6.9	3.5	35.3	1.9	1.0	8.8	4.5	55.8	28.2	389.8	6.3	2.8	62.1	31.0
Vermont	50.2	25.8	234.3	19.4	9.8	69.6	35.6	221.4	112.7	2,875.8	28.4	13.6	249.8	126.3
Virginia	42.5	18.4	211.2	20.3	10.6	62.8	29.0	198.6	101.1	2,768.6	2.6	1.6	201.2	102.7
Washington	40.6	20.1	104.5	21.8	10.9	62.4	31.0	89.6	44.7	946.9	14.4	7.2	104.0	51.9
West Virginia	21.9	11.2	234.2	25.2	11.9	47.1	23.1	302.6	151.5	4,820.6	25.1	12.5	327.7	164.0
Wisconsin	13.7	8.9	164.3	3.3	2.1	17.0	11.0	100.4	66.7	1,661.7	3.2	2.1	103.6	68.8
Wyoming	33.1	16.4	15.5	6.6	3.6	39.7	20.0	41.3	22.4	1,36.4	4.2	2.0	45.5	24.4
District of Columbia	33.0	15.5	65.8	6.2	3.0	39.2	18.5	64.1	30.1	191.3	12.9	5.9	77.0	36.0
Puerto Rico														
Total	3,074.5	1,604.9	20,718.6	732.1	345.0	3,806.6	1,949.9	11,525.9	6,014.5	166,035.2	792.1	490.8	12,318.0	6,415.3

FEDERAL INTERSTATE SYSTEM

H.R. 10503 does not provide authorizations for the Interstate System inasmuch as the Federal-Aid Highway Act of 1961 provided a revised schedule of authorizations for that system through fiscal year 1971. The committee has been informed that as of March 1, 1964, some form of work has been completed or is underway on 33,950 miles or 83 percent of the 41,000-mile Interstate System.

Total interstate mileage improved and open to traffic on March 1—16,650 miles—represents an increase of 2,314 miles during the past 14 months. This total includes 12,124 miles improved with interstate funds, 2,179 miles improved with other public funds, and 2,347 miles of toll roads incorporated into the system as authorized by the 1956 legislation.

Work was underway on March 1 on 17,300 miles of the Interstate System, including 5,175 miles actually under construction contract and 12,125 miles on which engineering or right-of-way acquisition was underway.

Interstate projects totaling \$9.9 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$8.3 billion and engineering and right-of-way acquisition totaling \$1.6 billion.

Interstate projects underway or authorized on December 31, 1963, totaled \$8.5 billion. The work underway included construction contracts totaling \$5 billion and engineering and right-of-way acquisition totaling \$3.5 billion.

As already stated, there would be authorized \$1 billion for the fiscal year 1966 and \$1 billion for the fiscal year 1967 for the Federal-aid primary and secondary systems and extensions thereof within urban areas in the usual 45-30-25 percentage ratio. Therefore, with the enactment of H.R. 10503, the following amounts will be authorized to be appropriated from the highway trust fund for fiscal year 1966 and fiscal year 1967.

Authorizations of Federal-aid highway funds for fiscal years 1966 and 1967

[In millions]

System	Fiscal year 1966	Fiscal year 1967
Primary.....	\$450	\$450
Secondary.....	300	300
Urban.....	250	250
Total.....	1,000	1,000

These funds would be apportioned among the States in the manner now provided by law, and would be available for expenditure in the same manner as funds for these highways are made available under present law, that is, for 2 years after the close of the fiscal year for which such funds are authorized.

Existing law providing authorizations for the Interstate System would make available the sum of \$2.8 billion for fiscal year 1966 and \$2.9 billion for fiscal year 1967. The approximate amounts which

will be apportioned to each State for fiscal years 1966 and 1967 for the A-B-C program pursuant to H.R. 10503 and for the Interstate System under present authorizations are shown in the following tabulations.

Approximate apportionments of Federal-aid highway funds, fiscal year 1966

[Thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Interstate (\$2,500,000)	Total (\$3,800,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Subtotal (\$1,000,000)		
Alabama	8,536	6,522	3,361	18,419	57,615	76,034
Alaska	24,019	16,119	164	40,302		40,302
Arizona	6,509	4,220	1,869	12,598	39,108	51,706
Arkansas	6,404	5,098	1,362	12,864	29,152	42,016
California	22,693	10,486	27,062	60,241	266,312	326,553
Colorado	7,405	4,802	2,545	14,752	36,930	51,682
Connecticut	3,338	1,833	3,937	9,108	39,329	48,437
Delaware	2,216	1,478	574	4,268	10,370	14,638
Florida	8,217	5,089	7,030	20,336	57,780	78,116
Georgia	11,439	8,598	4,051	24,088	51,326	75,414
Hawaii	2,216	1,478	928	4,622	21,871	26,493
Idaho	4,948	3,551	528	9,027	13,073	22,100
Illinois	16,805	9,213	16,053	42,071	145,291	187,362
Indiana	10,043	7,267	5,610	22,920	68,978	91,898
Iowa	10,058	7,493	2,672	20,223	35,247	55,470
Kansas	9,937	6,942	2,453	19,332	21,595	40,927
Kentucky	7,250	6,155	2,496	15,901	56,815	72,716
Louisiana	6,671	4,799	3,913	15,383	80,451	95,834
Maine	3,307	2,511	848	6,666	13,156	19,822
Maryland	4,459	2,798	4,521	11,778	51,023	62,801
Massachusetts	5,682	2,520	8,627	16,829	59,683	76,512
Michigan	13,836	8,689	11,337	33,862	108,527	142,389
Minnesota	11,217	7,908	4,098	23,223	72,039	95,262
Mississippi	7,056	5,911	1,468	14,435	33,841	48,276
Missouri	11,865	8,122	5,555	25,542	71,239	96,781
Montana	8,144	5,651	572	14,367	26,063	40,430
Nebraska	8,031	5,724	1,442	15,197	16,272	31,469
Nevada	5,113	3,400	377	8,890	14,038	22,928
New Hampshire	2,216	1,478	661	4,355	12,494	16,849
New Jersey	6,341	2,201	10,742	19,284	72,618	91,902
New Mexico	6,824	4,605	1,209	12,638	27,801	40,439
New York	20,217	8,806	28,794	57,817	131,970	189,787
North Carolina	10,412	9,320	3,279	23,011	22,781	45,792
North Dakota	5,633	4,130	439	10,202	12,301	22,503
Ohio	15,653	9,768	14,128	39,549	190,081	229,630
Oklahoma	8,893	6,191	2,758	17,842	33,510	51,352
Oregon	6,797	4,753	2,089	13,639	48,375	62,014
Pennsylvania	16,278	10,434	15,911	42,623	124,579	167,202
Rhode Island	2,216	1,478	1,503	5,197	10,260	15,457
South Carolina	5,691	4,970	1,790	12,451	24,050	36,501
South Dakota	6,165	4,465	455	11,085	18,286	29,371
Tennessee	8,847	6,966	3,561	19,374	70,191	89,565
Texas	26,909	16,998	13,894	57,801	126,013	183,814
Utah	4,846	3,143	1,304	9,293	40,322	49,615
Vermont	2,216	1,478	268	3,962	19,223	23,185
Virginia	8,829	6,846	4,334	20,009	84,643	104,652
Washington	7,072	4,780	3,740	15,592	58,056	73,648
West Virginia	4,446	3,979	1,316	9,741	41,922	51,663
Wisconsin	9,863	6,962	4,837	21,662	24,629	46,291
Wyoming	5,040	3,429	295	8,764	26,725	35,489
District of Columbia	2,216	1,478	1,569	5,263	40,046	45,309
Puerto Rico	2,216	2,465	1,921	6,602		6,602

Approximate apportionments of Federal-aid highway funds, fiscal year 1967

[Thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Interstate ¹ (2,900,000)	Total (3,900,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Subtotal (1,000,000)		
Alabama.....	8,536	6,522	3,361	18,419	59,673	78,092
Alaska.....	24,019	16,119	164	40,302	-----	40,302
Arizona.....	6,509	4,220	1,869	12,598	40,505	53,103
Arkansas.....	6,404	5,098	1,362	12,864	30,193	43,057
California.....	22,693	10,486	27,062	60,241	275,823	336,064
Colorado.....	7,405	4,802	2,545	14,752	38,249	53,001
Connecticut.....	3,338	1,833	3,937	9,108	40,734	49,842
Delaware.....	2,216	1,478	574	4,268	10,740	15,008
Florida.....	8,217	5,089	7,030	20,336	59,844	80,180
Georgia.....	11,439	8,598	4,051	24,088	53,159	77,247
Hawaii.....	2,216	1,478	928	4,622	22,652	27,274
Idaho.....	4,948	3,551	528	9,027	13,540	22,567
Illinois.....	16,805	9,213	16,053	42,071	150,480	192,551
Indiana.....	10,043	7,267	5,610	22,920	71,441	94,361
Iowa.....	10,058	7,493	2,672	20,223	36,506	56,729
Kansas.....	9,937	6,942	2,453	19,332	22,366	41,698
Kentucky.....	7,250	6,155	2,496	15,901	58,844	74,745
Louisiana.....	6,671	4,799	3,913	15,383	83,324	98,707
Maine.....	3,307	2,511	848	6,666	13,626	20,292
Maryland.....	4,459	2,798	4,521	11,778	52,845	64,623
Massachusetts.....	5,632	2,520	8,627	16,829	61,815	78,644
Michigan.....	13,836	8,689	11,337	33,862	112,403	146,265
Minnesota.....	11,217	7,908	4,098	23,223	74,612	97,835
Mississippi.....	7,056	5,911	1,468	14,435	35,050	49,485
Missouri.....	11,865	8,122	5,555	25,542	73,782	99,324
Montana.....	8,144	5,651	572	14,367	26,994	41,361
Nebraska.....	8,031	5,724	1,442	15,197	16,853	32,050
Nevada.....	5,113	3,400	377	8,890	14,539	23,439
New Hampshire.....	2,216	1,478	661	4,355	12,940	17,295
New Jersey.....	6,341	2,201	10,742	19,284	75,211	94,495
New Mexico.....	6,824	4,605	1,209	12,638	28,794	41,432
New York.....	20,217	8,806	28,794	57,817	136,683	194,500
North Carolina.....	10,412	9,320	3,279	23,011	23,594	46,605
North Dakota.....	5,633	4,130	439	10,202	12,740	22,942
Ohio.....	15,653	9,768	14,128	39,549	196,870	236,419
Oklahoma.....	8,893	6,191	2,758	17,842	34,707	52,549
Oregon.....	6,797	4,753	2,089	13,639	50,103	63,742
Pennsylvania.....	16,278	10,434	15,911	42,623	129,028	171,651
Rhode Island.....	2,216	1,478	1,503	5,197	10,626	15,823
South Carolina.....	5,691	4,970	1,790	12,451	24,909	37,360
South Dakota.....	6,165	4,465	455	11,085	18,939	30,024
Tennessee.....	8,847	6,966	3,561	19,374	72,698	92,072
Texas.....	26,909	16,998	13,894	57,801	130,513	188,314
Utah.....	4,846	3,143	1,304	9,293	41,762	51,055
Vermont.....	2,216	1,478	268	3,962	19,909	23,871
Virginia.....	8,829	6,846	4,334	20,009	87,666	107,675
Washington.....	7,072	4,780	3,740	15,592	60,129	75,721
West Virginia.....	4,446	3,979	1,316	9,741	43,419	53,160
Wisconsin.....	9,863	6,962	4,837	21,662	25,509	47,171
Wyoming.....	5,040	3,429	295	8,764	27,679	36,443
District of Columbia.....	2,216	1,478	1,569	5,263	41,476	46,739
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

¹ Based upon the 1961 cost estimate. These will be revised by the 1965 cost estimate now being prepared for submission to the Congress in January 1965.

EFFECT OF FEDERAL-AID HIGHWAY PROGRAM ON NATIONAL ECONOMY

The vital role that the Federal-aid highway program has played and is playing in contributing its share to the full-scale development of our national economy is, the committee believes, one of the most fundamental reasons for its existence. When the present program came into being as a result of the Federal-Aid Highway Act of 1956, the committee strongly felt that it should be authorized because of the need for new roads in all sections of the country and also because of its invaluable tie-in with our defense apparatus. At the time of the enactment of the Federal-Aid Highway Act of 1956, the committee

was also aware of the effect this new program would have on our Nation's economy and our labor conditions.

It is now 8 years since the authorization of the Federal-Aid Highway Act of 1956. During this period the committee has held a number of hearings on all aspects of the highway program and from the information and reports it has received as a result of these hearings the committee is more convinced than ever that not only is the Federal-aid highway program needed for the purposes of transportation and national defense but also for its overall effect on our Nation's economy.

There are three main varieties of distressed areas—manufacturing centers, such as the textile manufacturing cities of New England; distressed mining areas, where mechanized mining methods have drastically reduced employment; and distressed agricultural areas, where, for various reasons, farmers have lost the ability to remain competitive in the national agricultural economy.

Highway transportation can play a vital role in the economic improvement of distressed manufacturing centers because highways are a dominating force in attracting new industries and in the renewal of blighted areas of the community.

In Massachusetts, the radius of easy commuting by automobile for workers living in distressed cities was significantly increased, enabling these workers to travel to new jobs in new factories, particularly in the burgeoning electronics industry concentrated on the Boston circumferential.

The problem of providing for the economic rehabilitation of distressed mining areas is a complex one, of course, that cannot be solved simply by building roads. But it is self-evident that the isolation of these centers and the lack of an adequate highway transportation system within the mining areas is a major deterrent to the development of new industries and the exploitation of recreation resources.

Better roads may also be valuable in improving the economic base of distressed agricultural areas. Better roads would make it possible for a greater number of rural dwellers to commute to jobs in town while growing much of their own food at home.

Some predominantly agricultural areas near metropolitan centers have good prospects for economic development as centers of manufacturing and tourism.

Highway construction plays an important role as a generator of employment.

As the Bureau of Public Roads reported recently, highway construction this year will provide employment for an estimated 870,000 workers. This includes 370,000 on-site employees, and 500,000 persons in off-site jobs in the production, supply, and transportation of highway construction materials and equipment.

The grand total of 1,370,000 includes an additional 500,000 persons who are employed full time by Federal, State, county, and municipal highway agencies to plan, design, supervise, maintain, and operate streets and roads.

An April 1963 report of a study by the Bureau of Labor Statistics of the labor requirements of the highway program includes this statement:

All major parts of the economy are involved directly or indirectly to some degree in the construction of highways,

so such construction activity generates employment throughout the economy.

It should be noted that highway construction generates employment not only in all major sectors of the economy, but also in all sections of the country. The A-B-C program in particular provides on-site employment in every locality, since these Federal-aid roads traverse every county of the United States.

The Bureau of Labor Statistics study found that highway construction generates 216 man-hours of employment per \$1,000 of construction contract value, divided as follows:

On-site construction	91
Off-site:	
Construction	5
Manufacturing	65
Trade, transportation	38
Mining	9
Other industries	8
Total, man-hours	216

If this 216 man-hours of employment is extrapolated to the increase in Federal aid which is authorized in H.R. 10503, and if, as it will be, the \$25 million of Federal aid is going to be matched with \$25 million of State funds, then one is talking in terms of \$50 million, and \$50 million would produce 10,800,000 man-hours of work. Or, if this is reduced to man-weeks of work, 270,000 man-weeks of work.

The total payroll of the 1,370,000 people employed in highway construction, and by governmental highway agencies, is difficult to estimate, but \$5.9 billion seems a reasonable figure.

While the highway industry is an extremely important segment of the national economy and one in which widespread employment opportunities can be quickly generated by an expansion of the program, the most important economic effect of highway construction is that triggered by the completion of the roads.

The new road openings across the country are setting off chain reactions of industrial and commercial activity. They are the catalysts for the economic growth that is needed to provide jobs for the millions of young people who are joining the labor force each year.

FOREST HIGHWAYS

H.R. 10503 would authorize the sum of \$33 million for forest highways for each of the fiscal years 1966 and 1967. Such amounts are identical to those previously authorized under the Federal-Aid Highway Act of 1962 for fiscal years 1964 and 1965 and are necessary for the continuation of the forest highway program.

Funds available for forest highways shall be used by the Secretary of Commerce to pay for the cost of construction and maintenance thereof. In connection therewith, the Secretary may enter into construction contracts and such other contracts with a State, or civil subdivision thereof, as he deems advisable.

Forest highways are parts of Federal-aid, State, county, and other public highways in and adjacent to the national forests. They also provide access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for

recreation and other purposes. Most of the products of the forests move over these highways en route to mill or market.

There are about 25,500 miles of roads on the forest highway system.

FOREST DEVELOPMENT ROADS AND TRAILS

H.R. 10503 authorizes the sum of \$85 million for forest development roads and trails for each of the fiscal years 1966 and 1967, which is an identical amount authorized for the fiscal year 1965 for this particular road program.

Forest development roads and trails provide access to national forest lands for the protection, development, and multiple-use management of the forests, including resources on which communities in and near the forest are dependent. This system of roads and trails is administered by the Secretary of Agriculture through the Forest Service.

An adequate system of forest development roads and trails is essential to the proper development and beneficial use of the national forests and their resources. The presence or lack of access by road or trail has a direct and controlling influence on many phases of forest management, protection, utilization, and development of the national forests. Some specific examples of this are:

(a) The protection of national forest resources from fire, insects, and diseases;

(b) The use of the vast recreation opportunities on the national forest, including hunting and fishing;

(c) The volume of timber that can be marketed, especially for small sales, and the support of dependent communities, and small business enterprises; and

(d) The level of salvage cutting in dead and dying timber stands and the opportunity to promptly salvage losses resulting from fire, windstorm, insects, and disease. This is well exemplified in the success of the timber salvage program necessitated by the Columbus Day storm in the Pacific Northwest in 1962.

As of June 30, 1963, there were 186,241 miles of roads and 104,522 miles of trails in the forest development system. It is estimated that when completely installed, this system will consist of 542,250 miles of access roads and that the trail network would be reduced to 80,000 miles.

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

This is a new category of roads authorized by the Federal-Aid Highway Act of 1962. For fiscal years 1966 and 1967, \$2 million for each year is authorized under H.R. 10503, which is the same as the amount authorized for fiscal year 1964 and \$2 million less than the amount authorized for fiscal year 1965. The Bureau of Land Management of the Department of Interior administers this program.

ROADS AND TRAILS IN NATIONAL PARKS

H.R. 10503 contains provision for roads and trails in national parks. The sums which would be authorized for these purposes would be \$23 million for each of the fiscal years 1966 and 1967, as compared with \$25 million authorized for fiscal year 1965.

PARKWAYS

H.R. 10503 authorizes the sum of \$11 million for each of the fiscal years 1966 and 1967 for parkways under the jurisdiction of the National Park Service of the Department of the Interior. For fiscal year 1965, \$16 million was authorized.

INDIAN RESERVATION ROADS AND BRIDGES

H.R. 10503 authorizes \$18 million for each of the fiscal years 1966 and 1967 for Indian reservation roads and bridges. This figure is identical to the figure authorized for this category of roads for the fiscal year 1965 in the Federal-Aid Highway Act of 1962.

PUBLIC LANDS HIGHWAYS

H.R. 10503 authorizes the sum of \$3 million for each of the fiscal years 1966 and 1967 for public lands highways, as compared with \$9 million authorized for 1965. These amounts are considered essential to meet the most pressing of the numerous requests for funds to improve these highways, the great majority of which are already on the Federal-aid highway system. These roads are constructed and maintained by the Secretary of Commerce in cooperation with the State highway departments, and the Secretary of the Department having jurisdiction over the particular lands.

PROGRESS OF ROAD PROGRAM UNDER THE JURISDICTION OF THE
DEPARTMENT OF THE INTERIOR

As it relates to Department of the Interior, H.R. 10503 authorizes the appropriation of certain sums for fiscal years 1966 and 1967 for public lands development roads and trails, park roads and trails, parkways, and for Indian reservation roads and bridges. These sums will be utilized for these purposes in accordance with the provisions of title 23, United States Code, section 201 et seq.

This Department, through the Bureau of Land Management, administers approximately 157 million acres of public forest lands in the Western United States and Alaska. Nearly 44 million acres of these lands are classed as commercial forest land supporting a stand volume in excess of 200 billion board feet. In addition, some 278 million acres of public range lands in the Western United States and Alaska must be managed, protected, and developed. A usable road and trail system is essential to the proper management of these lands.

Recreational pressures for increased use of these lands by the public further emphasize the critical needs for adequate roads.

At present our public land road system consists of 52,000 miles of roads, much of which is inadequate and must be rebuilt. It is estimated that a road system to properly manage these lands will eventually require some 122,000 miles of roads. The enactment of H.R. 10503 will authorize sufficient appropriations to construct and reconstruct some 250 miles of roads and bridges, including the necessary surfacing and the acquisition of rights-of-way.

The Department, in addition to administering the public lands, administers, through the National Park Service, 201 national parks,

monuments, and recreation areas. During 1963 the number of visitors to these areas exceeded 93 million people. These areas, including parkways, contain about 7,750 miles of roads and about 8,750 miles of trails. These roads and trails are used by visitors who wish to get away from the more densely populated areas and see some of the wilderness or other scenic, scientific, or historic features of interest.

On the average, about 80 to 85 percent of our park road construction has been for reconstructing or replacing existing roads, many of which were constructed on routes established 50 or more years ago for traffic which was predominantly by horse-drawn vehicles.

Gratifying progress has been made on roads and trails construction since the inception of our Mission 66 program. This program began in fiscal year 1957 and in 9 years more than \$166 million has been authorized for road construction. About \$23 million per year will be needed to carry out the remaining construction contemplated by the program. It is estimated that another \$228 million will be needed to complete construction after 1966.

Good progress has also been made on the parkways program as a whole under the Mission 66 program. Over \$141 million has been authorized for parkway construction beginning in fiscal year 1957 and appropriations have totaled over \$135 million. The parkways, when completed, will total nearly 1,103 miles of which about 734 miles have been completed, about 131 miles have been started or financed and about 238 miles remain to be started.

H.R. 10503 authorizes sufficient funds to provide about 28 miles of new parkway construction, including bridges, grade separations, repaving, and other work in fiscal year 1966 and about 35 miles in fiscal year 1967.

Because Indian lands are tax exempt, local governments do not supply such services as roads. Therefore, it becomes necessary for the Department through the Bureau of Indian Affairs to furnish roads, schools, law and order, and other community services. Most Indian reservations are in isolated areas. This makes them even more dependent on road transportation than normal rural communities, because roads are usually the only method of transportation. In the Government's efforts to educate Indians, and to otherwise improve their social and economic status, roads are an important aid.

PUBLIC DOMAIN ROADS FINANCING

As under existing law, all of the appropriations for the so-called public domain roads authorized by this bill will be made from the general funds of the Treasury.

The figures for the various public domain roads authorized under H.R. 10503 was set by the committee after hearing the recommendations from the various agencies which have jurisdiction over these programs. The figures contained in H.R. 10503 are consistent with and are exactly as recommended by these agencies.

SECTION 101 (b); OF TITLE 23, UNITED STATES CODE

Section 3 of H.R. 10503 is a technical amendment which conforms section 101(b) of title 23 of the United States Code to the changes made by the Federal-Aid Highway Act of 1961 in the authorizations

for appropriations of funds for the Interstate System. The Federal-Aid Highway Act of 1961 authorized appropriations for a 15-year period instead of the previous 13-year period for the purpose of expediting the construction, reconstruction, or improvement of the Interstate System, and the period of time for these appropriations were extended from the fiscal year ending June 30, 1969, to the fiscal year ending June 20, 1971.

DEFINITIONS

Section 5 defines the various types of highways for which appropriations are authorized under H.R. 10503. These definitions follow the definitions set forth in section 101, title 23, of the United States Code.

DEPARTMENTAL REPORTS

Reports from the various agencies on H.R. 9905 and similar bills follow. H.R. 10503, the bill reported herein, is the clean bill which supersedes H.R. 9905 and similar bills.

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., March 16, 1964.

Hon. CHARLES A. BUCKLEY,
*Chairman, Committee on Public Works,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of the Department of Commerce concerning H.R. 9905 and H.R. 9906, identical bills to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

These bills are similar in purpose to a proposed bill submitted to the Congress by the Department of Commerce on February 12, 1964, and introduced as H.R. 10055. However, H.R. 9905 and H.R. 9906 differ from H.R. 10055 in several important respects.

H.R. 9905 and H.R. 9906 would provide authorizations for continuation of the Federal-aid primary and secondary systems and their extensions in urban areas, and for continuation of the direct Federal highway and road construction programs, for the fiscal years 1966 and 1967. The amounts to be authorized by these bills for the ABC program would be \$1 billion for each year. The President, in his special highway message to the Congress of February 28, 1961, recommended an increase in authorizational amount of \$25 million every 2 years until the ultimate annual level of \$1 billion was reached. Pursuant to that recommendation, the Department's bill contains A-B-C authorizations of \$975 million for each of the 2 fiscal years and we would recommend that these amounts be authorized. Any increase in the authorization for the fiscal years 1966 and 1967 above the \$975 million annual level recommended by the President would substantially increase the possibility of having to impose more restrictive controls over the rate at which the appropriated funds could be obligated by the States.

In this connection, highway trust fund's balances of less than \$50 million are projected for 3 years—1969, 1970, and 1971—and a balance of \$54 million is estimated for 1968. These balances make questionable the justification for the additional \$50 million A-B-C authorization for 1966 and 1967 combined, which is contemplated by H.R.

9905 and H.R. 9906. Enactment of the \$1 billion authorization levels provided for in these bills may force the trust fund into a deficit position by 1969 if not a year earlier, unless administrative steps are taken to restrict obligations to the levels projected under the Department's bill. Even if the aviation and motorboat gasoline tax legislation proposed by the administration is not enacted, the trust fund balances for 1968 and 1969 will be marginal. Accordingly, the A-B-C authorization should be kept at \$975 million for another 2 years.

The amounts proposed to be authorized for the direct Federal construction programs under H.R. 9905 and H.R. 9906 likewise differ from the Department's bill, except in the case of forest highways, where the sums of \$33 million for each of the fiscal years are identical. Since the amounts provided under the Department's bill are consistent with the President's budget recommendations, we would recommend that these amounts be authorized.

The Department's bill also contains a section 3, not found in H.R. 9905 and 9906, which is a technical amendment to the declaration of policy expressed in section 101(b) of title 23, United States Code. It is considered desirable to make this code section conform with changes made by the Federal-Aid Highway Act of 1961 extending from 1969 to 1971 the period of authorization of appropriations for the National System of Interstate and Defense Highways.

For the foregoing reasons, the Department of Commerce would recommend enactment of H.R. 10055 rather than H.R. 9905 or H.R. 9906.

The Bureau of the Budget advises that there would be no objection to the submission of this report and that enactment of H.R. 10055 would be in accord with the President's program.

Sincerely,

ROBERT E. GILES.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 9, 1964.

HON. CHARLES A. BUCKLEY,
*Chairman, Committee on Public Works,
House of Representatives,
Washington, D.C.*

DEAR MR. BUCKLEY: Your committee has requested our views on H.R. 10055, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and similar bills H.R. 9905 and H.R. 9906.

We recommend the enactment of H.R. 10055. The amounts included in this bill are consistent with the recommendations of the President in his budget for fiscal year 1965.

As it relates to this Department, H.R. 10055 authorizes the appropriation of certain sums for fiscal years 1966 and 1967 for public lands highways, public lands development roads and trails, park roads and trails, parkways, and for Indian reservation roads and bridges. These sums will be utilized for these purposes in accordance with the provisions of title 23, United States Code, section 201 et seq.

This Department, through the Bureau of Land Management, administers approximately 157 million acres of public forest lands in the Western United States and Alaska. Nearly 44 million acres of these lands are classed as commercial forest land supporting a stand volume in excess of 200 billion board feet. In addition, some 278 million acres of public range lands in the Western United States and Alaska must be managed, protected, and developed. A usable road and trail system is essential to the proper management of these lands.

Recreational pressures for increased use of these lands by the public further emphasize the critical needs for adequate roads.

At present our public land road system consists of 52,000 miles of roads, much of which is inadequate and must be rebuilt. It is estimated that a road system to properly manage these lands will eventually require some 122,000 miles of roads. The enactment of H.R. 10055 will authorize sufficient appropriations to construct and reconstruct some 250 miles of roads and bridges, including the necessary surfacing and the acquisition of rights-of-way.

The Department, in addition to administering the public lands, administers, through the National Park Service, 201 national parks, monuments, and recreation areas. During 1963 the number of visitors to these areas exceeded 93 million people. These areas, including parkways, contain about 7,750 miles of roads and about 8,750 miles of trails. These roads and trails are used by visitors who wish to get away from the more densely populated areas and see some of the wilderness or other scenic, scientific, or historic features of interest.

On the average, about 80 to 85 percent of our park road construction has been for reconstructing or replacing existing roads, many of which were constructed on routes established 50 or more years ago for traffic which was predominantly by horse-drawn vehicles.

Gratifying progress has been made on roads and trails construction since the inception of our Mission 66 program. This program began in fiscal year 1957 and in 9 years more than \$166 million has been authorized for road construction. About \$23 million per year will be needed to carry out the remaining construction contemplated by the program. It is estimated that another \$228 million will be needed to complete construction after 1966.

Good progress has also been made on the parkways program as a whole under the Mission 66 program. Over \$141 million has been authorized for parkway construction beginning in fiscal year 1957 and appropriations have totaled over \$135 million. The parkways, when completed, will total nearly 1,103 miles of which about 734 miles have been completed, about 131 miles have been started or financed and about 238 miles remain to be started.

H.R. 10055 authorizes sufficient funds to provide about 28 miles of new parkway construction, including bridges, grade separations, repaving, and other work in fiscal year 1966 and about 35 miles in fiscal year 1967.

Because Indian lands are tax exempt, local governments do not supply such services as roads. Therefore, it becomes necessary for the Department through the Bureau of Indian Affairs to furnish roads, schools, law and order, and other community services. Most Indian reservations are in isolated areas. This makes them even more dependent on road transportation than normal rural communities, because roads are usually the only method of transporta-

tion. In our efforts to educate Indians, and to otherwise improve their social and economic status, roads are an important aid.

All-weather roads are needed to permit school attendance of additional Indian pupils on a day, rather than a boarding basis. The cost of construction and operation of day schools is approximately half that of boarding schools. In addition, the following advantages accrue to the Indian children when they can attend school on a day basis; they remain with their families and have the benefit of parental guidance during their formative years; and their parents are encouraged to participate in school affairs, thus giving support and more meaning to their education. In keeping with longtime objectives of the Department, Federal schools will be transferred to the public school system as rapidly as conditions permit. Readiness of the Indian parents and the community, organization of school districts, and availability of appropriate facilities are determining factors, and the operation of day schools will hasten their development. The building of all-weather road systems on the reservations would, therefore, result in savings to the Federal Government by promoting the more economical day school operations and facilitating the eventual withdrawal of Federal services.

It is also obvious that the nationwide Federal and State program for building interstate and other State highways will greatly increase the number of tourists seeking recreation in the picturesque Indian country. This is an important economic opportunity for the Indian people. The Indian Bureau road system furnishes access from the main State highways to these recreation areas.

A great expansion of industry on the reservations is underway. This takes many forms such as mining, oil and gas, timber, cattle, and arming. The efficient operation of these industries and the full development of their potential require an acceleration of the Indian Bureau road program. Road construction is also essential to the protection, conservation, and management of the natural resources on which these industries are based.

The Department's road program plays a very important part in our war on Indian poverty. The training of road equipment operators produces a flow of skilled workers from the reservation to off-reservation employment. This leaves a place to bring in a new class of unskilled Indians who will soon become eligible to leave the reservation as skilled workers.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

FRANK P. BRIGGS,
Assistant Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., March 11, 1964.

HON. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works,
House of Representatives.

DEAR MR. CHAIRMAN: This is in response to your request of February 24, 1964, for the views of this Department on H.R. 10055, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. It also responds to your request for our views on H.R. 9905 and H.R. 9906 which have a similar purpose.

H.R. 10055 was transmitted to the Congress by the Secretary of Commerce on February 12, 1964, with the recommendation that it be enacted. We favor the enactment of that bill.

H.R. 10055 would authorize appropriations for the fiscal years 1966 and 1967 for various highways and roads and trails. This Department is primarily interested in the authorizations for forest highways and forest development roads and trails. We are also interested in the authorization for public lands highways since some of those funds have been used in national forest areas.

We are interested in the forest highway system since these roads provide primary access to and outlet from the forest development road and trail system. The Department of Commerce, however administers the forest highway system and appropriations for those highways are made to that Department.

The authorization for appropriations for forest development roads and trails which the bill would provide is the major concern of this Department.

At the present time, forest development road and trail construction and maintenance are carried out with funds appropriated under section 205 of title 23 of the United States Code, with 10 percent of national forest receipts made available by section 501 of title 16 of the United States Code, and by purchasers of national forest timber with appropriate allowances therefor in timber appraisals.

An adequate system of forest development roads and trails connecting with forest highways or other highways is essential to proper management and beneficial use of lands in the national forest system and their resources.

The presence or absence of transportation facilities has a controlling influence on all phases of management and resource utilization of these lands. This factor largely determines the value of timber that can be marketed, the size, duration, and distribution of timber sales within working circles, and the level of salvage cuttings. It strongly influences the effectiveness of measures for protecting these lands from fire, insects, disease, and other destructive forces. It sets the level of use made of recreation, wildlife, and other resources of the national forest system.

The appropriations which would be authorized by H.R. 10055 would provide for an orderly accomplishment of the annual requirement for an adequate system of forest development roads and trails as planned in the "Development Program for the National Forests" which the late President Kennedy submitted to the Congress on September 21, 1961. This plan proposed for the 10-year period 1963-72 the construction and

reconstruction of about 79,400 miles of multiple-purpose roads and 8,000 miles of trails.

The fact that a large percentage of the lands under Forest Service administration are in areas of labor surplus and low rural income lends emphasis to the need for development and expansion of the economy of these areas. The development, harvest or use, manufacture, distribution and marketing of the total resources of these areas are contingent on an adequate transportation system.

The forest development road and trail program, a system of multiple-purpose roads, represents a wise investment of public money. Roads that give access to national forest timber will pay their way over a period of years through greater stumpage returns and at the same time will facilitate expanded uses. This system of multiple-purpose roads is used by the public and will result in other substantial benefits. The existence of a complete road system will permit an intensity of protection, management, and use that is not otherwise possible.

H.R. 10055 would provide urgently needed authorization for forest development roads and trails of \$85 million for the fiscal year ending June 30, 1966, and \$95 million for the fiscal year ending June 30, 1967.

The Bureau of the Budget advises that enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

ORVILLE L. FREEMAN.

EXECUTIVE OFFICE OF THE PRESIDENT,

BUREAU OF THE BUDGET,

Washington, D.C., March 16, 1964.

Hon. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works,
House of Representatives,
1304 Longworth House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your requests for the views of the Bureau of the Budget on H.R. 9905, H.R. 9906, and H.R. 10055, bills to authorize appropriations for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

All three bills would establish the 1966 and 1967 authorization levels for certain existing highway programs. H.R. 10055 is the administration bill and reflects the program levels recommended in the President's 1965 budget. H.R. 9905 and H.R. 9906 are identical bills which differ from the administration proposal relative to 12 of the 16 authorization levels concerned and also omit a technical amendment proposed in H.R. 10055.

H.R. 10055 provides greater assurance than an adequate balance will be maintained in the highway trust fund. Year-end balances of \$78 million and \$74 million are projected by the Department of Commerce for fiscal years 1968 and 1969, respectively, under existing revenue legislation and assuming enactment of the \$975 million authorization levels recommended by the President. The additional \$50 million authorized under H.R. 9905 and H.R. 9906 could push the trust fund close to a deficit position, particularly if proposals to

shift aviation and motorboat tax revenues out of the highway fund are taken into account.

Although administrative controls over the rate at which funds are obligated by the States could be imposed to alleviate the threat of a trust fund deficit, such controls would in these circumstances nullify the additional authorization. In short, regardless of the program level authorized, actual increases in A-B-C obligations can be achieved only if adequate resources are available in the trust fund.

All three bills provide a \$33 million authorization level for forest highways—the level provided in the President's budget.

H.R. 9905 and H.R. 9906 continue the public lands highway program—designed to provide extra highway aid to States having large areas of public land—at a \$9 million level. H.R. 10055, on the other hand, reduces the authorizations to the 1963 level of \$3 million. We believe that the latter level is more consistent with the objective of apportioning Federal highway aid among the States on an equitable basis, since both the A-B-C and the Interstate cost sharing formulas already provide substantial extra assistance to such States.

Turning to the five programs administered by the Departments of Agriculture and the Interior, H.R. 9905 and H.R. 9906 would reenact 1964 and 1965 levels, respectively, for 1966 and 1967. As a result, four of the five programs go up in 1965, down (to the 1964 level) in 1966, and back up (to the 1965 level) in 1967. The amounts authorized in H.R. 10055 provide a better relationship to program levels in the 1965 budget and in addition are based on a current assessment of relative needs.

This office strongly recommends the enactment of H.R. 10055, in preference to H.R. 9905 and H.R. 9906.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

TITLE 23 OF THE UNITED STATES CODE

CHAPTER 1—FEDERAL-AID HIGHWAYS

§ 101. Definitions and declaration of policy

(a) * * *

(b) It is hereby declared to be in the national interest to accelerate the construction of the Federal-aid highway systems, including the National System of Interstate and Defense Highways, since many of such highways, or portions thereof, are in fact inadequate to meet the needs of local and interstate commerce, for the national and civil defense.

It is hereby declared that the prompt and early completion of the National System of Interstate and Defense Highways, so named because of its primary importance to the national defense and hereafter

referred to as the "Interstate System", is essential to the national interest and is one of the most important objectives of this Act. It is the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the [thirteen] *fifteen* years' appropriations authorized for the purpose of expediting its construction, reconstruction, or improvement, inclusive of necessary tunnels and bridges, through the fiscal year ending June 30, [1969] 1971, under section 108(b) of the Federal-Aid Highway Act of 1956 (70 Stat. 374), and that the entire System in all States be brought to simultaneous completion. Insofar as possible in consonance with this objective, existing highways located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce.

* * * * *

§ 104. Apportionment

(a) * * *

(b) On or before January 1 next preceding the commencement of each fiscal year, except as provided in paragraphs (4) and (5) of this subsection, the Secretary, after making the deduction authorized by subsection (a) of this section, shall apportion the remainder of the sums authorized to be appropriated for expenditure upon the Federal-aid systems for that fiscal year, among the several States in the following manner:

(1) * * *

* * * * *

(5) For the Interstate System for the fiscal years 1960 through 1971:

For the fiscal years 1960 through 1966, in the ratio which the estimated cost of completing the Interstate System in such State, as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of completing the Interstate System in all of the States. For the fiscal years 1967 through 1971, in the ratio which the Federal share of the estimated cost of completing the Interstate System in such State, as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of the Federal share of completing the Interstate System in all of the States. Each apportionment herein authorized for the fiscal years 1960 through 1971, inclusive, shall be made on a date as far in advance of the beginning of the fiscal year for which authorized as practicable but in no case more than eighteen months prior to the beginning of the fiscal year for which authorized. As soon as the standards provided for in subsection (b) of section 109 of this title have been adopted, the Secretary, in cooperation with the State highway departments, shall make a detailed estimate of the cost of completing the Interstate System as then designated, after taking into account all previous apportionments made under this section, based upon such standards and in accordance with rules and regulations adopted by him and applied uniformly to all of the States. The Secretary shall transmit such estimates to the Senate and the House of Representatives within ten days sub-

sequent to January 2, 1958. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1960, June 30, 1961, and June 30, 1962. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, [1962] 1961. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1965. Upon the approval of such estimate by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal years ending June 30, 1967; June 30, 1968; and June 30, 1969. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1968. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal year ending June 30, 1970. The Secretary shall make a final revised estimate of the cost of completing the then designated Interstate System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1969. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal year ending June 30, 1971. Whenever the Secretary, pursuant to this subsection, requests and receives estimates of cost from the State highway departments, he shall furnish copies of such estimates at the same time to the Senate and the House of Representatives.

* * * * *

§ 209. Public lands highways

(a) Funds available for public lands highways shall be used by the Secretary to pay for the cost of construction and maintenance thereof.

(b) The Secretary is authorized to cooperate with the State highway departments and with the Secretary of the Department having jurisdiction over the particular lands, in the survey, construction, and maintenance of public lands highways.

(c) The provisions of section 112 of this title are applicable to public lands highways.

(d) *Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities.*

* * * * *

§ 320. Bridges on Federal dams

(a) * * *

(b) Construction of any bridge upon and across any dam pursuant to this section shall not be commenced unless and until the State [in such State, shall enter into an agreement with such agency and with such bridge is to be located, or the appropriate subdivision of] *in which such bridge is to be located, or the appropriate subdivision of such State, shall enter into an agreement with such agency and with* the Secretary to construct, or cause to be constructed, with or without the aid of Federal funds, the approach roads necessary to connect such bridge with existing public highways and to maintain, or cause to be maintained, such approach roads from and after their completion. Such agreement may also provide for the design and construction of such bridge upon and across the dam by such agency of the United States and for reimbursing such agency the costs incurred by it in the design and construction of the bridge as provided in subsection (d) of this section. Any such agency is hereby authorized to convey to the State, or to the appropriate subdivision thereof, without costs, such easements and rights-of-way in its custody or over lands of the United States in its custody and control as may be necessary, convenient, or proper for the location, construction, and maintenance of the approach roads referred to in this section including such roadside parks or recreational areas of limited size as may be deemed necessary for the accommodation of the traveling public. Any bridge constructed pursuant to this section upon and across a dam in the custody and jurisdiction of any agency of the United States, including such portion thereof, if any, as may extend beyond the physical limits of the dam, shall constitute and remain a part of said dam and be maintained by the agency. Any such agency may enter into any such contracts and agreements with the State or its subdivisions respecting public use of any bridge so located and constructed as may be deemed appropriate, but no such bridge shall be closed to public use by the agency except in cases of emergency or when deemed necessary in the interest of national security.

○

H. R. 10503

[Report No. 1331]

IN THE HOUSE OF REPRESENTATIVES

MARCH 19, 1964

Mr. FALLON introduced the following bill; which was referred to the Committee on Public Works

APRIL 20, 1964

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. This Act may be cited as the "Federal-Aid
4 Highway Act of 1964".

5 SEC. 2. For the purpose of carrying out the provisions of
6 title 23 of the United States Code the following sums are
7 hereby authorized to be appropriated:

8 (1) For the Federal-aid primary system and the Fed-
9 eral-aid secondary system and for their extension within
10 urban areas, out of the Highway Trust Fund, \$1,000,000,-

1 000 for the fiscal year ending June 30, 1966, and \$1,000,-
2 000,000 for the fiscal year ending June 30, 1967. The sums
3 authorized in this paragraph for each fiscal year shall be
4 available for expenditure as follows:

5 (A) 45 per centum for projects on the Federal-aid
6 primary highway system;

7 (B) 30 per centum for projects on the Federal-aid
8 secondary highway system; and

9 (C) 25 per centum for projects on extensions of the
10 Federal-aid primary and Federal-aid secondary high-
11 way systems in urban areas.

12 (2) For forest highways, \$33,000,000 for the fiscal year
13 ending June 30, 1966, and \$33,000,000 for the fiscal year
14 ending June 30, 1967.

15 (3) For forest development roads and trails, \$85,000,-
16 000 for the fiscal year ending June 30, 1966, and \$85,000,-
17 000 for the fiscal year ending June 30, 1967.

18 (4) For public lands development roads and trails,
19 \$2,000,000 for the fiscal year ending June 30, 1966, and
20 \$2,000,000 for the fiscal year ending June 30, 1967.

21 (5) For park roads and trails, \$23,000,000 for the fiscal
22 year ending June 30, 1966, and \$23,000,000 for the fiscal
23 year ending June 30, 1967.

24 (6) For parkways, \$11,000,000 for the fiscal year end-

1 ing June 30, 1966, and \$11,000,000 for the fiscal year end-
2 ing June 30, 1967.

3 (7) For Indian reservation roads and bridges, \$18,000,-
4 000 for the fiscal year ending June 30, 1966, and \$18,000,-
5 000 for the fiscal year ending June 30, 1967.

6 (8) For public lands highways, \$3,000,000 for the fiscal
7 year ending June 30, 1966, and \$3,000,000 for the fiscal
8 year ending June 30, 1967.

9 SEC. 3. The second paragraph of subsection (b) of sec-
10 tion 101 of title 23, United States Code, is amended by
11 striking out "thirteen years" and inserting in lieu thereof
12 "fifteen years" and by striking out "June 30, 1969", and
13 inserting in lieu thereof "June 30, 1971".

14 SEC. 4. (a) Section 104(b)(5) of title 23 of the United
15 States Code is amended by striking out "January 2, 1962."
16 and inserting in lieu thereof "January 2, 1961".

17 (b) Section 209 of title 23 of the United States Code is
18 amended by adding at the end thereof the following new
19 subsection:

20 "(d) Funds available for public lands highways shall be
21 available for adjacent vehicular parking areas and for sani-
22 tary, water, and fire control facilities."

23 (c) The first sentence of subsection (b) of section 320 of
24 title 23 of the United States Code is amended by striking out

1 *“the State” and all that follows down to and including “the*
2 *Secretary” and inserting in lieu thereof: “the State in which*
3 *such bridge is to be located, or the appropriate subdivision*
4 *of such State, shall enter into an agreement with such agency*
5 *and with the Secretary”.*

6 SEC. 4 5. For the purposes of section 2 of this Act each
7 of the following terms shall have the same meaning as is
8 given it in section 101 of title 23 of the United States Code:

- 9 (1) Forest development roads and trails;
- 10 (2) Forest highways;
- 11 (3) Indian reservation roads and bridges;
- 12 (4) Park roads and trails;
- 13 (5) Parkway;
- 14 (6) Public lands highways;
- 15 (7) Federal-aid primary system;
- 16 (8) Federal-aid secondary system;
- 17 (9) Urban area;
- 18 (10) Public lands development roads and trails.

88TH CONGRESS
2^D Session

H. R. 10503

[Report No. 1331]

A BILL

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FALLOON

MARCH 19, 1964

Referred to the Committee on Public Works

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Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued May 28, 1964
For actions of May 27, 1964
88th-2nd; No. 106

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HIGHLIGHTS: Both Houses received President's proposal on Alaska aid. Sen. Pearson recommended Grain Marketing Research Center. Sen. Mundt said administration is not giving enough support to soil and water conservation. House Rules Committee cleared food marketing study bill. Rep. Berry spoke in support of labeling imported beef. House committee voted to report foreign aid bill. House Rules Committee cleared road authorizations bill.

SENATE

1. **ALASKA AID.** Both Houses received from the President a proposed bill to provide assistance to Alaska in providing for reconstruction of areas damaged by the earthquake of March 1964; to Senate Public Works Committee and House Interior and Insular Affairs Committee. pp. 11685, 11688
2. **MARKETING RESEARCH.** Sen. Pearson recommended establishment of a Grain Marketing Research Center at Manhattan, Kans. pp. 11724-5
3. **SOIL-WATER CONSERVATION.** Sen. Mundt reviewed the establishment of the various programs relating to soil and water conservation, including the contributions of the Eisenhower administration, and stated that the Johnson administration is not giving enough support to these programs. pp. 11729-31
4. **CIVIL RIGHTS.** Continued debate on H. R. 7152, the civil rights bill. pp. 11751-2, 11761-70
5. **REPORT.** Both Houses received from the Treasury Department its report "on the

state of the finances" (H. Doc. 253). pp. 11688, 11685

6. ADA RESOLUTIONS. Sen. Clark inserted resolutions by Americans for Democratic Action, including those on foreign trade, economic policy, poverty, housing, and education. pp. 11712-22

HOUSE

7. FOOD MARKETING. The House Rules Committee reported a resolution for consideration of H. J. Res. 977, to establish a National Commission on Food Marketing. pp. 11637-8
8. BEEF IMPORTS. Rep. Berry spoke in support of his bill, H. R. 10157, to prohibit the sale of imported meat which is not identified as such. p. 11673
9. FOREIGN AID. The Committee on Foreign Affairs voted to report (but did not actually report) H. R. 11380 (a clean bill in lieu of H. R. 10502), the foreign aid bill. p. D419
10. IMPORTS. Passed without amendment H. R. 10463, to continue through June 30, 1965, the existing suspension of duties for metal scrap. pp. 11638-9.
Passed without amendment H. R. 10465, to extend through June 30, 1966, the free importation of personal and household effects brought into the U. S. under Government orders. p. 11640
Passed as reported H. R. 4198, to provide for the free importation of soluble or instant coffee which contains no admixture of sugar, cereal, or other additive. pp. 11641-43
11. POVERTY. Rep. Gross indicated that an Extension Service man tried to make a farm family look poorer to President Johnson than they were. p. 11638
12. ROADS. The "Daily Digest" states that the Rules Committee "Granted an open rule, with 2 hours of debate, on H. R. 10503, to authorize appropriations for highway construction," which includes authorizations for forest roads and trails. p. D420
13. BUILDINGS. Rep. Baring spoke in favor of H. R. 11055, his bill to eliminate the provision for assessment charges on blind persons' stands in Federal buildings. pp. 11678-9

ITEMS IN APPENDIX

14. PERSONNEL; PAY. Rep. Gross inserted an editorial opposing the Federal pay bill, H. R. 11049. p. A2822
15. AWARDS. Rep. Nelsen inserted an article criticizing presentation of the Distinguished Service Award to Horace Godfrey. p. A2828
16. POVERTY. Reps. Gross and Betts inserted a letter and an editorial, respectively, criticizing the poverty program. p. A2835, A2838-9
17. WATER. Rep. Beckworth inserted an editorial favoring a long-range water program for Tyler, Tex. pp. A2844-5

H. Res. 658, to provide funds for the further expense of the studies, investigations, and inquiries authorized by H. Res. 143 of the 88th Congress, not to exceed \$175,000, including expenditures for employment, travel, and subsistence of attorneys, experts, and consultants (including personnel of the Library of Congress performing services on reimbursable detail), etc.;

H. Res. 735, to provide an additional \$125,000 for the Committee on Banking and Currency; and

S. Con. Res. 73, to print additional copies of parts 2 and 3 of hearings of the Joint Committee on Atomic Energy on AEC authorizing legislation.

ROOSEVELT CAMPOBELLO PARK

Committee on Interior and Insular Affairs: Ordered reported favorably to the House H.R. 9740 (amended), to establish the Roosevelt Campobello International Park.

Also considered H.R. 1003, regarding the construction of the Garrison diversion unit, Missouri River Basin project, by the Secretary of the Interior.

FLIGHT SERVICE STATIONS

Committee on Interstate and Foreign Commerce: Subcommittee on Transportation and Aeronautics continued hearings on FAA proposed closing of flight service stations. Heard testimony from Najeeb E. Halaby, Administrator, FAA.

PRAYER—BIBLE READING

Committee on the Judiciary: Continued hearings on pending resolutions regarding prayer and Bible reading in public schools and in other public places and heard testimony from Representative Multer; Ferris Bryant, Governor of Florida; and public witnesses.

ANADROMOUS FISH

Committee on Merchant Marine and Fisheries: Subcommittee on Fisheries and Wildlife Conservation held a hearing on H.R. 2392, and identical bills, regarding the authorization of the Secretary of the Interior to initiate a program for the conservation, development, and enhancement of the Nation's anadromous fish in cooperation with the several States. Heard testimony from representatives of the Fisheries and Game Commission from the States of Maine and California; and public witnesses.

D.C. TRANSIT TUNNEL

Committee on Rules: Granted an open rule, with 2 hours of debate, on H.R. 10392, to authorize Commissioners of D.C. to locate a portion of a vehicular tunnel under the Capitol Grounds and the Botanic Garden grounds.

Testimony was given on the request for a rule by Representatives Fallon and Baldwin.

HIGHWAY CONSTRUCTION

Committee on Rules: Granted an open rule, with 2 hours of debate, on H.R. 10503, to authorize appropriations for highway construction.

Heard testimony on the request for a rule from Representatives Fallon and Baldwin.

LAND-WATER CONSERVATION

Committee on Rules: Granted a closed rule, as to section 7 of the original bill and title 2 of the substitute amendment, with an open rule on balance of the bill, waiving points of order, with 4 hours of debate, also providing for striking of section 7 of the original bill or title 2 of the substitute amendment.

RESEARCH-DEVELOPMENT

Committee on Science and Astronautics: Subcommittee on Science, Research, and Development continued hearings on the geographical distribution and indirect costs of Federal research and development. Heard testimony from public witnesses.

PENSIONS

Committee on Veterans' Affairs: Subcommittee on Compensation and Pension continued hearing on pending pension legislation. Heard testimony from William Kime, national commander, Veterans of World War I of the U.S.A., Inc., and representative of the Veterans' Administration.

BILL SIGNED BY THE PRESIDENT

New Law

(For last listing of public laws, see DIGEST, p. D401, May 21, 1964)

S. 2214, authorizing the U.S. to participate in an increase in the resources of the International Development Association. Signed May 26, 1964 (P.L. 88-310).

COMMITTEE MEETINGS FOR THURSDAY, MAY 28

(All meetings are open unless otherwise designated)

Senate

Committee on Appropriations, subcommittee, on H.R. 11202, Agriculture Department appropriations, on funds for the Foreign Credit Administration, 10 a.m., 1114 New Senate Office Building.

Subcommittee, on H.R. 10532, Treasury-Post Office appropriations, on funds for the Executive Office of the President, and certain independent agencies, and to hear public witnesses, 9 a.m., 1318 New Senate Office Building.

Committee on Banking and Currency, Subcommittee on Financial Institutions, executive, on S. 2259 and H.R. 8230, national bank loans on forest tracts, and S. 2161 and H.R. 8459, Federal Credit Union Act amendments, 9 a.m., 5302 New Senate Office Building.

House of Representatives

Chamber Action

Bills Introduced: 16 public bills, H.R. 11404-11419; 13 private bills, H.R. 11420-11432; and 1 resolution, H. Res. 737, were introduced. Pages 11685-11686

Bills Reported: Reports were filed as follows:

H. Res. 737, open rule, providing for the consideration of and 2 hours of debate on H.J. Res. 977, to establish a National Commission on Food Marketing to study the food industry from the farm to the consumer (H. Rept. 1433); and

Five private bills, H.R. 3220, 9764, 9886, 9901, and 10066 (H. Repts. 1434-1438, respectively). Page 11685

Duty Suspensions—Social Security: The following bills from the Committee on Ways and Means were called up, passed by voice votes, and sent to the Senate:

Children: H.R. 9688, extension of period relating to placement and foster care of dependent children. Page 11638

Metal scrap: H.R. 10463, to continue until the close of June 30, 1965, the existing suspension of duties for metal scrap. Pages 11638-11639

Shoe lathes: H.R. 10468, to continue the temporary suspension of duty on certain shoe lathes. Page 11639

Children: H.R. 10473, extension of period relating to foster care in child-care institutions. Pages 11639-11640

Household effects: H.R. 10465, regarding temporary suspension of duty on personal and household effects brought into the United States under Government orders. Page 11640

Returning nationals: H.R. 10466, extension of period during which temporary assistance may be provided for U.S. citizens returned from foreign countries. Pages 11640-11641

Graphite: H.R. 10537, to continue the temporary suspension of duty on certain natural graphite. Page 11641

Instant coffee: H.R. 4198, to provide for the free importation of soluble and instant coffee (amended). Pages 11641-11643

Savings and Loan Insurance: By a record vote of 197 yeas to 142 nays the House adopted a motion to recommit H.R. 5139 to amend the Federal Deposit Insurance Act and title IV of the National Housing Act (relating to the insurance of savings and loan accounts) with respect to the maximum amount of insurance which may be provided thereunder.

H. Res. 724, the rule under which the legislation was considered, had been adopted earlier by a record vote of 218 yeas to 115 nays. Pages 11643-11665

Quorum Call and Record Votes: During the proceedings of the House today one quorum call and two record votes developed and they appear on pages 11644, 11648, and 11665.

Program for Thursday: Adjourned at 4:51 p.m. until Thursday, May 28, 1964, at 12 o'clock noon, when the House and Senate will receive in a joint meeting the President of Ireland, His Excellency Eamon de Valera.

Committee Meetings

BRIEFING

Committee on Armed Services: Continued a briefing by Secretary of the Air Force Eugene M. Zuckert on South Vietnam. The committee will continue its executive session briefing Thursday, May 28.

WAR ON POVERTY—ECONOMIC OPPORTUNITY

Committee on Education and Labor: Met in executive session and ordered reported favorably to the House H.R. 11377 (a clean bill in lieu of H.R. 10440), the proposed Economic Opportunity Act of 1964.

FOREIGN AID

Committee on Foreign Aid: Met in executive session and ordered reported favorably to the House H.R. 11380 (a clean bill in lieu of H.R. 10502), the foreign aid bill.

DEPARTMENT OF JUSTICE

Committee on Government Operations: Subcommittee on Executive and Legislative Reorganization held a hearing on collection practices and policies of the Department of Justice. Heard testimony from W. J. Armstrong, Assistant Director, Bureau of the Budget; a representative of the General Accounting Office; a representative of the Treasury Department; and a public witness.

SATELLITE COMMUNICATION

Committee on Government Operations: Subcommittee on Military Operations held a hearing on satellite communications, and heard testimony from a public witness. Hearings continue Thursday, May 28.

HOUSE ADMINISTRATION MISCELLANY

Committee on House Administration: Met in executive session and ordered reported favorably to the House the following bills:

H. Res. 648, to authorize the employment of additional personnel on the Capitol Police force by the Sergeant at Arms;

H. Res. 653, to provide funds for the Committee on the Judiciary under Public Law 86-272 (tax income of foreign corporations);

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
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Issued June 1, 1964
For actions of May 28, 1964
88th-2nd; No. 107

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HIGHLIGHTS: House Rules Committee cleared road authorizations bill and land-water conservation fund bill. Rep. Short spoke in favor of efforts to increase beef exports. Rep. Frelinghuysen inserted comparison of committee's poverty bill with President's. Senate passed deficiency appropriation bill. Sen. Williams inserted article criticizing Godfrey award. Senate committee voted to report bill to increase authorization for public works acceleration program. Reps. Meader and Berry inserted article criticizing Godfrey award.

SENATE

1. DEFICIENCY APPROPRIATION BILL, 1964. Passed with amendments this bill, H. R. 11201, which had been reported with amendments earlier in the day by the Appropriations Committee (S. Rept. 1030)(pp. 11774-5). Conferees were appointed. Attached to this Digest is a summary table showing budget estimates, House bill, and Senate action on items for this Department.
2. CIVIL RIGHTS. Continued debate on H. R. 7152, the civil rights bill. pp. 11783-7
3. AWARDS. Sen. Williams, Del., criticized the Godfrey distinguished service award, stated that N. Battle Hales "contributed most toward exposing and bringing Mr. Estes to justice," and inserted an article, "The Cover Up--A New Morality--Record Shows Federal Officials Who Expose Shady Deals Get Bounced." p. 11798

4. FORESTRY; LOANS. A subcommittee of the Banking and Currency Committee approved for full committee consideration S. 2259 and H. R. 8230, to liberalize the granting of loans on forest tracts by providing for long-term credit by commercial banks, and H. R. 8459, to allow Federal credit unions greater flexibility in their organization and operations. p. D423
5. PROPERTY. A subcommittee of the Government Operations Committee approved for full committee consideration H. R. 6237, to authorize Federal grants for reproduction of material significant to U. S. history; S. 1509, with amendment, to authorize reimbursement for moving expenses for certain persons whose property is acquired by the U. S.; and S. 1232, to establish procurement procedures for purchases and contracts of property and nonpersonal services by executive agencies. p. D423
6. RECLAMATION. A subcommittee of the Interior and Insular Affairs Committee approved for full committee consideration S. 2533, to authorize construction of the Manson unit, Chief Joseph Dam project, Wash.; S. 2630, to authorize construction of the Kennewick division extension, Yakima project, Wash.; S. 1123, to authorize construction of the Lower Teton division of the Teton Basin Federal reclamation project; S. 388, to authorize construction of the Mid-State reclamation project, Nebr.; and S. 1186, to provide for irrigation of additional lands within the Crooked River Federal reclamation project, Ore. p. D423
7. PUBLIC WORKS; WATER RESEARCH. The Public Works Committee voted to report (but did not actually report) S. 1856, with amendment, to increase authorizations to carry out the Public Works Acceleration Act, and H. Con. Res. 189, naming the Southwest Regional Water Laboratory at Ada, Okla., the Robert S. Kerr Water Research Center. p. D423
8. WATERSHED PROJECTS. The Public Works Committee approved the following watershed projects: Buckeye, Ariz.; Bear-Tilda Boque, Miss.; Lower Bayou, Okla.; Okmulgee, Okla.; Turkey Ridge Creek, S. Dak.; and Upper Bayou, Okla. p. D423
9. ELECTRIFICATION. Sen. Church commended and inserted a commentary on the new edition of Gruening's book, "The Public Pays--A Study of Power Propaganda." pp. 11789-90
10. RECESSED until Mon., June 1. p. 11803

HOUSE

11. ROADS; RECREATION. The Rules Committee reported resolutions for consideration of H. R. 10503, to authorize 1966-7 appropriations for roads, including forest roads and trails, and H. R. 3846, to establish a land and water conservation fund to assist the States and Federal agencies in meeting recreation needs. p. 11827
12. BEEF EXPORTS. Rep. Short spoke in favor of efforts to increase beef exports, stating that key questions are whether a European desire can be developed, what the tariff policy of European nations will be, and whether transportation costs can be lowered; but he said restrictions on beef imports would still be needed. pp. 11821-2
13. POVERTY PROGRAM. Rep. Frelinghuysen inserted a comparison between the committee's poverty bill and the President's, and criticized the committee chairman for not permitting the comparison to be printed as a committee

for the IMF loan is a shocking indication that this failure goes unrecognized in the high councils of policy formation.

Mr. Speaker, this whole area is in need of a thorough review. I, for one, cannot let the matter rest, and I intend to pursue it further with regard to the recent action of the International Monetary Fund.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. HAGEN of California (at the request of Mr. Boggs), for 60 minutes, on June 8, and to revise and extend his remarks and include extraneous matter.

Mr. HALPERN (at the request of Mr. Bow), for 10 minutes, today, and to revise and extend his remarks.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks, was granted to:

Mr. SLACK and to include an editorial from the Charleston Gazette.

Mr. MATTHEWS and to include a newspaper article.

Mr. PATMAN in three instances and to include extraneous matter.

Mr. RYAN of New York in three instances and to include extraneous matter.

(The following Members (at the request of Mr. Bow) and to include extraneous matter:)

Mr. McLOSKEY.

Mr. JENSEN.

Mr. DOLE.

Mr. DERWINSKI.

Mr. MEADER in two instances.

Mr. MOORE in two instances.

Mr. BERRY in two instances.

Mr. CURTIS in two instances.

Mr. ANDERSON.

Mr. BARRY in two instances.

Mr. CLEVELAND.

Mr. HOSMER in four instances.

Mr. PILLION.

(The following Members (at the request of Mr. Boggs) and to include extraneous matter:)

Mr. PURCELL.

Mr. KING of California.

Mr. ABBITT in two instances.

Mr. CORMAN in two instances.

Mr. BECKWORTH.

Mr. KEOGH in two instances.

Mr. JOHNSON of California.

Mr. ROGERS of Colorado.

Mr. BENNETT of Florida in four instances.

SENATE ENROLLED BILL SIGNED

The SPEAKER announced his signature to an enrolled bill of the Senate of the following title:

S. 538. An act for the relief of Henry Bang Williams.

ADJOURNMENT

Mr. BOGGS. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 1 o'clock and 58 minutes p.m.), under its previous order, the House adjourned until Monday, June 1, 1964, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

2126. A communication from the President of the United States, transmitting amendments to the request for appropriations transmitted in the budget for 1965 as follows: A proposed language provision and an amendment in the amount of \$314,000 for the Panama Canal; decreases of \$1,969,000 for the Department of the Interior; and a proposed redistribution of funds for the Corps of Engineers; to the Committee on Appropriations and ordered to be printed.

2127. A letter from the Assistant Secretary, Export-Import Bank of Washington, transmitting a report that the Export-Import Bank of Washington on May 22, 1964, issued its guarantees with respect to certain transactions with Hungary, pursuant to title III of the Foreign Aid and Related Agencies Appropriation Act of 1964, and to the Presidential determination of February 4, 1964; to the Committee on Foreign Affairs.

2128. A letter from the executive director, the Military Chaplains Association of the United States of America, transmitting the annual report of the financial statement for the year 1963 for the Military Chaplains Association of the United States of America; to the Committee on the Judiciary.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar as follows:

Mr. O'NEILL: Committee on Rules. House Resolution 738. Resolution for consideration of H.R. 3846, a bill to establish a land and water conservation fund to assist the States and Federal agencies in meeting present and future outdoor recreation demands and needs of the American people, and for other purposes; without amendment (Rept. No. 1439). Referred to the House Calendar.

Mr. DELANEY: Committee on Rules. House Resolution 739. Resolution for consideration of H.R. 10392, a bill authorizing the Commissioners of the District of Columbia to locate a portion of a vehicular tunnel under parts of the U.S. Capitol Grounds and the U.S. Botanic Garden grounds, and for other purposes; without amendment (Rept. No. 1440). Referred to the House Calendar.

Mr. DELANEY: Committee on Rules. House Resolution 740. Resolution for consideration of H.R. 10503, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes; without amendment (Rept. No. 1441). Referred to the House Calendar.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. ANDERSON:

H.R. 11433. A bill to provide that the refusal of nonprofit blood banks and of physicians to obtain blood and blood plasma from other blood banks, and other activities, shall not be deemed to be acts in restraint of trade

under the laws of the United States; to the Committee on the Judiciary.

By Mr. BENNETT of Florida:

H.R. 11434. A bill to amend the Internal Revenue Code of 1954 to provide deductions for persons engaged in trade or business who provide new jobs for the skilled and for all persons who provide new jobs for domestics and the unskilled; to the Committee on Ways and Means.

By Mr. HEALEY:

H.R. 11435. A bill to provide that tips received by an employee in the course of his employment shall be included as part of his wages for old-age, survivors, and disability insurance purposes and for purposes of income tax withholding; to the Committee on Ways and Means.

By Mr. HORTON:

H.R. 11436. A bill to amend titles I, II, III of the Immigration and Nationality Act and for other purposes; to the Committee on the Judiciary.

By Mr. REID of New York:

H.R. 11437. A bill to amend titles I, II, III of the Immigration and Nationality Act and for other purposes; to the Committee on the Judiciary.

By Mr. RIVERS of Alaska:

H.R. 11438. A bill to amend the Alaska Omnibus Act to provide assistance to the State of Alaska for the reconstruction of areas damaged by the earthquake of March 1964 and subsequent seismic waves, and for other purposes; to the Committee on Interior and Insular Affairs.

By Mr. RYAN of New York:

H.R. 11439. A bill to amend section 128 of title 23 of the United States Code to require at least 30 days' notice before any public hearing is held under that section, and for other purposes; to the Committee on Public Works.

By Mr. TALCOTT:

H.R. 11440. A bill to amend title II of the Social Security Act to increase the amount of outside earnings permitted each year without deductions from benefits thereunder; to the Committee on Ways and Means.

By Mr. TOLLEFSON:

H.R. 11441. A bill to amend the Antidumping Act, 1921; to the Committee on Ways and Means.

By Mr. HEALEY:

H.J. Res. 1037. Joint resolution condemning persecution by the Soviet Union of persons because of their religion; to the Committee on Foreign Affairs.

By Mr. RYAN of Michigan:

H.J. Res. 1038. Joint resolution to establish a Tercentenary Commission to commemorate the advent and history of Father Jacques Marquette in North America, and for other purposes; to the Committee on the Judiciary.

By Mr. SCHADEBERG:

H. Con. Res. 309. Concurrent resolution authorizing and requesting the President to take such steps as may be necessary to have placed on the agenda of the General Assembly of the United Nations at the next regular session the issue of self-determination for all nations enslaved by Communist imperialism; to the Committee on Foreign Affairs.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. FINO:

H.R. 11442. A bill for the relief of Giuseppe Iccari; to the Committee on the Judiciary.

By Mr. POWELL:

H.R. 11443. A bill for the relief of Salvatore Gialombardo; to the Committee on the Judiciary.

By Mr. ZABLOCKI:

H.R. 11444. A bill for the relief of Przemyslaw Marianski; to the Committee on the Judiciary.

Appendix

Distinguished Service Citation Awarded to Senator Stuart Symington in American War Mothers Ceremony

EXTENSION OF REMARKS OF

HON. JENNINGS RANDOLPH

OF WEST VIRGINIA

IN THE SENATE OF THE UNITED STATES
Thursday, May 28, 1964

Mr. RANDOLPH. Mr. President, perhaps no statement of the dedicated American spirit will ever surpass in simple eloquence those words spoken by the late President John F. Kennedy in his inaugural address when he said, "Ask not what your country can do for you—ask what you can do for your country."

The American War Mothers represent the highest order of service and sacrifice to American ideals; and their annual ceremony on Mother's Day at Arlington National Cemetery is one of the most moving hours of patriotic devotion any citizen can experience.

On Mother's Day this year, May 10, it was my privilege to be present at the ceremony and hear an eloquent brief address by the senior Senator from Missouri. I believe he stated with great insight the essence of America's present and future challenge, in pressing toward that ultimate world order in which freedom and peace will surely endure.

It was fitting also that this distinguished American, STUART SYMINGTON, who has served this Nation well not only as a Member of the Senate, but as first Secretary of the Air Force and in other positions of highest trust related to the security of this Nation, was honored on that occasion with a citation presented on behalf of the American War Mothers by their national president, Mrs. Louis H. Breuer. I ask that the text of that citation be inserted at this point in the RECORD.

I also ask that Senator SYMINGTON's address, as principal speaker on this occasion, also be included in the RECORD.

There being no objection, the citation and address were ordered to be printed in the RECORD, as follows:

The American War Mothers, in their 40th annual Mother's Day program at Arlington National Cemetery, present this citation to the Honorable STUART SYMINGTON, of Missouri, in recognition of his leadership in business, as a member of the executive branch of the Federal Government and as a U.S. Senator in the continuing effort to keep our country strong in order that we may remain free.

We honor him not only for his work and support of the armed services of our beloved country but also for his dedication and devotion to the cause of keeping our country strong economically and, above all, for

his public service in furtherance of our cherished American ideals.

Done this 10th day of May 1964.

Mrs. LOUIS H. BREUER,
National President.

"THE GOAL OF PEACE WITH HONOR AND JUSTICE"—ADDRESS BY SENATOR STUART SYMINGTON, AMERICAN WAR MOTHERS' ANNUAL MOTHER'S DAY CEREMONY, ARLINGTON NATIONAL CEMETERY, MAY 10, 1964

It is a rare privilege and honor to be here today as we commemorate all that this great organization, the American War Mothers, stands for.

And that pleasure is emphasized by the fact that Mary Breuer, from my State, is your president.

No nation in world history is more proud of its tradition of freedom than is the United States.

Today as we gather here in memory of those who gave their lives to make that freedom possible, we realize the depths of sacrifice that constitutes our heritage; a sacrifice expressed by white crosses, both in our own country, and in countless lands across the sea.

This inheritance not only comes from our forefathers, but also from those who only yesterday constituted our youth. It is a trust, first established, and then preserved through self-sacrifice and devotion to a cause these heroes considered more meaningful and worthy than life itself.

Today it is for us, the living, to dedicate ourselves to the preservation of liberty, both in our time and for those future generations of Americans we know could only be happy as free men and free women.

In this resting place among our honored dead, therefore, as we also honor the memory of all mothers, let us again this Sunday afternoon reaffirm our pledge to do whatever is necessary so as to maintain the principles and ideals for which they died.

Now a new generation comes forth, to assume responsibilities in a time of potential danger never before experienced by mankind; and as we both reach across the corridors of time to touch hands for a moment of spiritual communion with our heroic dead, this generation knows also that there is no alternative to peace.

War is no longer "the thin red line of our sons." In any possible future general conflict, our homes, our cities, every man, woman, and child will be part of that line; and our way of life, possibly civilization itself, could well be ended.

But we will not flinch. Those we revere today did not flinch. Strong in our faith, determined to remain strong so as to remain free, we will carry out the gentle warning in the phrase "lest we forget."

The people of this Nation will never forget.

And if they could speak, I believe that those who lie here in eternal peace would have this message for us: "Do whatever is necessary to carry on the traditions for which we gave our lives; and with that premise, strive mightily in this nuclear space age to preserve the peace, with honor and justice."

We accept these words. We know that true honor can only be ours if it is associated with justice; therefore world peace under world law should be the goal in our effort to carry out this message. For it is only under law that liberty can endure.

Automation: Chill or Challenge?

EXTENSION OF REMARKS OF

HON. WILLIAM F. RYAN

OF NEW YORK

IN THE HOUSE OF REPRESENTATIVES
Thursday, May 28, 1964

Mr. RYAN of New York. Mr. Speaker, automation and unemployment is one of the most important questions facing the Nation and the Congress. I have introduced H.R. 8429 to create a Federal Commission on Automation which would begin to deal with the problem. I would like to bring to the attention of my colleagues a symposium on automation which appeared in the winter 1964 edition of the University of Chicago's magazine Context. The articles in the symposium have been written by three highly qualified individuals: Donald N. Michael, a fellow at the Institute for Policy Studies and author of "Cybernation: The Silent Conquest"; Arnold Weber, associate professor of industrial relations, Graduate School of Business, University of Chicago; and Thomas Whisler, professor of industrial relations, Graduate School of Business, University of Chicago.

The first article, by Donald N. Michael, follows:

[From Context, winter 1964]

A CONTEXT SYMPOSIUM: AUTOMATION: CHILL OR CHALLENGE?

I. "The Silent Conquest," by Donald N. Michael.

II. "The Have-Nots at Home," by Arnold R. Weber.

III. "Will Management Be Obsolete?" by Thomas L. Whisler.

(NOTE.—Before looking at the specifics of this decade's problem, we should place automation in the perspective of the continuing stream of history. Although the techniques now being applied are the result of an engineering revolution, they are, in an economic and cultural sense, nothing more than a continuation of an evolution that has been going on for centuries.

(Beginning with a world in which men could barely gather and capture enough to keep themselves alive, we went through a first technological revolution, ending about 3000 B.C. It raised productivity sufficiently that societies could afford priests, an aristocracy, armies, and a bureaucracy. We even reached the stage of the Greek democracies. These were democracies of the few, however, resting on a large class of slaves.

(The second technological revolution did away with slavery, since it became cheaper to use mechanical power than human muscle, and created the base on which mass democracy now rests. The economic gains of the first revolution went to the few; those of the second have gone to the many; perhaps the automation revolution will carry us on from a mass democracy to a mass aristocracy.

(In the past quarter century, we have doubled the productivity of the average man. If we can do the same in the next quarter

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued June 4, 1964
For actions of June 3, 1964
88th-2nd: No. 110

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HIGHLIGHTS: House committee reported poverty bill. House received conference report on deficiency appropriation bill. Several Reps. debated merits of poverty bill, including grants to low-income farmers. House Rules Committee cleared foreign aid authorization bill. House passed road authorization bill. Rep. Morris urged exports of additional long staple cotton. Senate committee reported bill for periodic congressional review of Federal grants-in-aid.

HOUSE

1. DEFICIENCY APPROPRIATION BILL, 1964. Received the conference report on this bill, H. R. 11201 (H. Rept. 1457). Attached to this Digest is a table showing the action of the conferees on items for this Department. (pp. 12065-6). Rep. Boggs announced that the conference report will be taken up today, June 4 (p. 12094).
2. POVERTY. The Education and Labor Committee reported without amendment H. R. 11377, the poverty bill (H. Rept. 1458). p. 12108
Several Representatives debated the merits of bill (pp. 12089-94, 12094-105). Rep. Quie criticized provisions of the bill providing for grants of up to \$1,500 to low-income farmers (pp. 12102-3).
Reps. Ashbrook and Schenck inserted items critical of the proposed poverty program. pp. 12087-9, 12107

3. ROADS. Passed as reported H. R. 10503, the road authorization bill, which includes authorizations of \$33 million for forest highways for each of the fiscal years 1966 and 1967, and \$85 million for forest development roads and trails for each of the fiscal years 1966 and 1967 (pp. 12066-8, 12069-77). Rejected an amendment by Rep. Ryan to require public hearings prior to any land acquisitions for highway purposes (pp. 12075-6)
4. FOREIGN AID. The Rules Committee reported a resolution for consideration of H. R. 11380, the foreign aid authorization bill. p. 12108
5. DEFENSE PRODUCTION. The Banking and Currency Committee reported without amendment H. R. 10000, to extend the Defense Production Act to June 30, 1966 (H. Rept. 1456). p. 12108
6. RECLAMATION. The Subcommittee on Irrigation and Reclamation of the Interior and Insular Affairs Committee voted to report to the full committee with amendments H. R. 1003, to make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project, S. J. Res. 49, to authorize the Secretary of the Interior to carry out a program for control of phreatophytes along the Pecos River channel, N. Mex. and Texas, and H. R. 3672, to provide for construction of the Savery-Pot Hook, Bostwick Park, and Fruitland Mesa participating reclamation projects under the Colorado River Storage Project Act. p. D436
The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendment H. R. 6151, to increase the appropriation authorization for completion of construction of the irrigation and power systems of the Flathead Indian Irrigation Project, Mont. p. D436
7. COTTON. Rep. Morris reviewed the world supply situation on extra long staple cotton, stated that this country has a surplus of such cotton for the first time in years as contrasted with a scarcity outside the U. S., and urged this Department to institute a program for additional exports of extra long staple cotton. pp. 12080-1
8. TOBACCO. The "Daily Digest" states that the Interstate and Foreign Commerce Committee "announced that public hearings will be conducted on June 23 through 26 on 10 bills pending before the committee to determine whether any action by Congress should be taken on the subject of smoking and public health." p. D437

SENATE

9. GRANTS-IN-AID. The Government Operations Committee reported with amendments S. 2114, to provide for periodic congressional review of Federal grants-in-aid to States and local governments (S. Rept. 1056). p. 1211
10. STOCKPILES. Sen. Byrd, Va., submitted a report on Federal stockpile inventories as of March 1964, including CCC commodity inventories. pp. 12112-2-
11. CIVIL RIGHTS. Continued debate on H. R. 7152, the civil rights bill. pp. 12139, 12145-56, 12168-75, 12189-96
12. RECREATION. Sen. Muskie was added as a cosponsor of S. 2862, to facilitate the management, use, and public benefits from the Appalachian Trail. pp. 12124-5



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Congressional Record

PROCEEDINGS AND DEBATES OF THE 88th CONGRESS, SECOND SESSION

Vol. 110

WASHINGTON, WEDNESDAY, JUNE 3, 1964

No. 110

House of Representatives

The House met at 12 o'clock noon.

The Chaplain, Rev. Bernard Braskamp, D.D., offered the following prayer:

II Corinthians 4: 11: *That the life of Jesus might be manifest in our mortal flesh.*

Eternal God, our Father, grant that during this day we may be united with Thee and with one another in faith, in purpose, and in an obedience that is responsive to the great spiritual influences and ethical demands.

May Thy truth be in our minds and Thy love within our hearts and Thy compassion in our souls for all who are following vain hopes and false values.

We pray that Thy pardoning grace may be given to all who have been caught in the coil of passion and driven by diabolical desires.

May the inevitable goal of our human life be that of establishing Thy kingdom and inspire us to give ourselves with utter abandon to its coming and consummation, which we may help to achieve by means so simple as the personal touch, the contagion of goodness and the leaven of love working from heart to heart.

Hear us in His name who went about doing good and in whose service there is joy. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

CONFERENCE REPORT, DEFICIENCY APPROPRIATIONS BILL, 1964

Mr. MAHON. Mr. Speaker, I ask unanimous consent that the managers on the part of the House may have until midnight tonight to file a conference report on H.R. 11201, the deficiency appropriations bill for 1964.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

CONFERENCE REPORT (H. REPT. No. 1457)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11201) "making deficiency appropriations

for the fiscal year ending June 30, 1964, and for other purposes," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 1 and 4.

That the House recede from its disagreement to the amendments of the Senate numbered 3, 5, 17, 19, 23, and 24, and agree to the same.

Amendment numbered 7: That the House recede from its disagreement to the amendment of the Senate numbered 7 and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$2,638,000"; and the Senate agree to the same.

The committee of conference report in disagreement amendments numbered 2, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 18, 20, 21, and 22.

GEORGE H. MAHON,
ALBERT THOMAS,
MIKE KIRWAN,
JAMIE L. WHITTEN,
BEN F. JENSEN,
WALT HORAN,
GERALD R. FORD,

Managers on the Part of the House.

JOHN O. PASTORE,
CARL HAYDEN,
SPESSARD L. HOLLAND,
LISTER HILL,
A. S. MIKE MONRONEY,
WILLIAM PROXMIRE,
E. L. BARTLETT,
MILTON R. YOUNG,
LEVERETT SALTONSTALL,
KARL E. MUNDT,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11201), making deficiency appropriations for the fiscal year ending June 30, 1964, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report as to each of such amendments namely:

CHAPTER I

Department of Agriculture

Amendment No. 1—Deletes the proposal of the Senate to appropriate \$150,000 for a special milk program.

Amendment No. 2—Emergency conservation measures: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the

Senate amendment with an appropriation of \$4,000,000, instead of \$5,000,000 as proposed by the Senate.

CHAPTER III

District of Columbia

Amendment No. 3—Deletes the proposal of the House to appropriate \$248,500 for health and welfare.

Amendment No. 4—Deletes the proposal of the Senate to increase the rates paid to Children's Hospital. The managers on the part of the House feel this matter should be the subject of consideration in connection with the regular District of Columbia appropriation bill for 1965.

Amendment No. 5—Appropriates \$166,300 for personal services, wage board employees, as proposed by the Senate instead of \$485,900 as proposed by the House.

CHAPTER IV

Independent offices

Amendment No. 6—Civil Aeronautics Board—payment to air carriers: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment with an appropriation of \$4,000,000 instead of \$6,000,000 as proposed by the Senate.

Amendment No. 7—Appropriates \$2,638,000 for salaries and expenses of the Selective Service System instead of \$2,238,000 as proposed by the House and \$2,938,000 as proposed by the Senate.

CHAPTER V

Department of the Interior, etc.

Amendment No. 8—Forest Service, Department of Agriculture: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$650,000 for forest protection and utilization.

Amendment No. 9—Bureau of Indian Affairs, Department of the Interior: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$1,000,000 for construction.

Amendment No. 10—Bureau of Commercial Fisheries, Department of the Interior: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$650,000 for construction.

Amendment No. 11—Bureau of Sport Fisheries and Wildlife, Department of the Interior: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$50,000 for construction.

Amendment No. 12—The Alaska Railroad: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment with an amendment appropriating \$20,000,000 instead of \$25,200,000 as proposed by the Senate.

Amendment No. 13—Transitional grants to Alaska: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$17,000,000.

Amendment No. 14—Public Health Service: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$750,000 for construction of Indian health facilities.

Amendment No. 15—Federal Reconstruction and Development Planning Commission for Alaska: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$150,000.

CHAPTER VI

Department of Labor

Amendment No. 16—Manpower Administration: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment with an amendment appropriating \$20,000,000 for manpower development and training activities instead of \$24,300,000 as proposed by the Senate.

CHAPTER VII

Legislative branch

Amendment No. 17—Appropriates \$10,000 for folding documents, Senate, as proposed by the Senate.

Amendment No. 18—Payment to widow of deceased Member of the House. Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment.

Amendment No. 19—Appropriates \$25,000 for Senate Office Buildings, as proposed by the Senate.

CHAPTER IX

Department of Commerce

Amendment No. 20—Coast and Geodetic Survey: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment appropriating \$1,720,000 for salaries and expenses.

CHAPTER X

Treasury Department

Amendment No. 21—Coast Guard: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment providing that \$500,000 of the appropriation involved shall be derived by transfer.

Amendment No. 22—Coast Guard: Reported in technical disagreement; the managers on the part of the House will offer a motion to concur in the Senate amendment providing that the sum of \$800,000 for retired pay be derived by transfer.

CHAPTER XI

Claims and judgments

Amendments Nos. 23 and 24—Appropriate \$12,831,443 for claims and judgments as proposed by the Senate instead of \$9,585,489 as proposed by the House, including the items set forth in Senate Documents Nos. 74 and 75. The House bill made provision for items in Senate Document No. 50 and House Document No. 300.

GEORGE H. MAHON,
ALBERT THOMAS,
MIKE KIRWAN,
JAMIE L. WHITTEN,
BEN F. JENSEN,
WALT HORAN,
GERALD R. FORD,

Managers on the Part of the House.

A NATIONAL LOTTERY

(Mr. FINO asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. FINO. Mr. Speaker, I want to take this occasion to congratulate the New York Daily News for giving the American public an opportunity to express its opinion on several vital issues.

Last month, the News installed at the New York World's Fair several voting machines proposing five interesting and important questions. Included among these questions was one query: Are you in favor of a national lottery as a means of reducing the tax burden?

Through this media, Mr. Speaker, the people visiting the fair from every section of this country will have a chance to indicate their feelings on the advisability of a national lottery in the United States.

After 1 month of continuous daily operation, the opinion poll shows that 37,760 persons favor a national lottery while only 17,186 persons are opposed.

The vote so far, which is better than 2 to 1, is a clear indication of public sentiment in favor of a Federal lottery to ease the heavy tax burden on the American taxpayers.

Is not this sufficient reason for us to conduct a national referendum on this issue? Why should not the American people who pay the high taxes be permitted to speak on this question? How else can we have a current expression of public opinion? Are we afraid that the voters will overwhelmingly support this proposal?

A national referendum on the question of a national lottery will make democracy really come to life—it will give the Congress a real, active, and current expression of a free people. What are we waiting for?

PRAYER AND BIBLE READING IN PUBLIC SCHOOLS

(Mr. BECKER asked and was given permission to address the House for 1 minute and to revise and extend his remarks and to include extraneous matter.)

Mr. BECKER. Mr. Speaker, I am taking this occasion to insert in the RECORD a copy of a resolution in support of House Joint Resolution 693, to permit prayer and Bible reading in the public schools, adopted by the State Council of the Knights of Columbus of the State of Connecticut. A copy of this resolution has been filed with the Committee on the Judiciary today. It might be noted that this resolution was adopted on May 18, 1964.

This is another answer in recent days to the statement that the "tide is turning." This resolution is evidence that the tide is running strongly in favor of a constitutional amendment, and the people are not being fooled by the turns and twists of the opposition:

Whereas article I of the amendments to the Constitution of the United States provides that Congress shall make no law respecting the establishment of religion nor prohibiting the free exercise thereof; and

Whereas some local boards of education

in Connecticut have been interpreting the Supreme Court ruling on school prayer as a ban on any spiritual exercise in public schools; and

Whereas we believe that this interpretation constitutes the prohibition of expression of trust in the Almighty and is an infringement on the rights of the majority of our schoolchildren; and

Whereas because our Nation was founded on religious faith and is dedicated to preserving our religious heritage, the Knights of Columbus do hereby

Resolve, That the Connecticut State Council petition Connecticut's congressional representatives to fully support House Joint Resolution 693 which would amend the Constitution by removing any doubt of our citizens' right to allow prayers and Bible reading in schools on a nonsectarian voluntary basis, and which also would assure keeping God in our pledge of allegiance and on our coins; and be it further

Resolved, That this resolution as it would apply on a national basis, be presented to the supreme council for approval.

FEDERAL-AID HIGHWAY ACT OF 1964

Mr. DELANEY. Mr. Speaker, by direction of the Committee on Rules, I call up the resolution, House Resolution 740, and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

CALL OF THE HOUSE

Mr. BECKER. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. The gentleman from New York makes the point of order that a quorum is not present. Evidently, a quorum is not present.

Mr. ALBERT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 140]

Andrews, Ala.	Bolling	Burkhalter
Ashley	Bonner	Burton, Calif.
Ashmore	Bray	Burton, Utah
Avery	Bromwell	Byrnes, Wis.
Barrett	Brown, Calif.	Cahill
Barry	Broyhill, Va.	Cameron
Bass	Buckley	Casey
Battin	Burke	Celler
Blatnik		Clawson, Del.

Colmer	Herlong	Rains
Cooley	Huddleston	Reifel
Corman	Hull	Riehlman
Daddario	Hutchinson	Rivers, S.C.
Daniels	Ichord	Roberts, Ala.
Dawson	Jarman	Roberts, Tex.
Derounian	Johnson, Wis.	Rodino
Diggs	Jones, Ala.	Roosevelt
Dorn	Kee	Roybal
Dulski	Kilburn	St Germain
Dwyer	King, N.Y.	St. Onge
Elliott	Kyl	Schadeberg
Everett	Landrum	Schwengel
Evins	Lankford	Scott
Farbstein	Lesinski	Selden
Fisher	Libonati	Sheppard
Flynt	Lindsay	Short
Fogarty	Long, La.	Sibal
Foreman	Long, Md.	Stinson
Forrester	McMillan	Toll
Fraser	Martin, Mass.	Tupper
Fulton, Pa.	Matsunaga	Utt
Gallagher	Meador	Van Pelt
Garmatz	Michel	Vinson
Gary	Miller, Calif.	Weaver
Gialmo	Miller, N.Y.	Westland
Goodling	Minish	Wharton
Grabowski	Monagan	Wickersham
Grant	Montoya	Williams
Gray	Morrison	Wilson, Bob
Griffiths	Multer	Wilson,
Gubser	Perkins	Charles H.
Hagen, Calif.	Pilcher	Wilson, Ind.
Hanna	Pirnie	Winstead
Hardy	Pool	Wright
Healey	Powell	
Hébert	Price	

The SPEAKER. On this rollcall 299 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

FEDERAL-AID HIGHWAY ACT OF 1964

Mr. DELANEY. Mr. Speaker, I yield 30 minutes of my time to the gentleman from Ohio [Mr. BROWN], and, pending that, I yield myself such time as I may consume.

Mr. Speaker, House Resolution 740 provides for consideration of H.R. 10503, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. The resolution provides an open rule with 2 hours of general debate.

Section 2 of H.R. 10503 provides for the usual biennial authorizations for fiscal years 1966 and 1967 for the A-B-C Federal-aid highway program, as well as authorizations for these fiscal years for the several classes of Federal domain roads. It is considered essential that funds be authorized for these fiscal years for the Federal-aid primary and secondary highway systems and their extensions within urban areas in order that the States may have sufficient time for planning their individual road construction programs, including any financing procedures necessary to provide the required State matching funds under the Federal-aid highway program. Authorization of these funds is necessary in the very near future in order that timely apportionment may be made of funds authorized for fiscal year 1966.

The Federal-Aid Highway Act of 1962 authorized the amount of \$950 million for the A-B-C program for the fiscal year 1964 and the amount of \$975 million for the fiscal year 1965. After careful consideration of highway legislation it appears that there should be a progressive

increase of \$25 million each year in funds authorized for the A-B-C program until an annual authorization of \$1 billion is reached.

Mr. Speaker, I urge that House Resolution 740 be adopted.

Mr. BROWN of Ohio. Mr. Speaker, I yield myself such time as I may consume.

(Mr. BROWN of Ohio asked and was given permission to revise and extend his remarks.)

Mr. BROWN of Ohio. Mr. Speaker, the gentleman from New York [Mr. DELANEY], a member of the Committee on Rules, has very ably explained this rule. I shall not discuss the rule but instead will call the attention of the House to the fact that this bill is the usual authorization bill, that is enacted each 2 years, to provide for appropriations from the highway trust fund for the construction of Federal-aid highways throughout the Nation. It is a very important piece of legislation. It is a noncontroversial piece of legislation.

The program that was enacted a number of years ago for the construction of an interstate highway system and the establishment of this trust fund has been moving along well. I would suggest to the Members of the House that they will find the report of the Subcommittee on Public Works contains some very interesting information, and it may be of benefit for all Members to have it in discussing this great highway program and the progress that has been made as they meet with their own constituents to go over highway problems with them. I have found this report to be an extremely able and extremely valuable document. I recommend to every Member of the House that it be retained for future reference and future use. I want to congratulate, if I may, the gentleman from Maryland [Mr. FALLON] and his subcommittee for the work they have done on this report.

Mr. Speaker, I have no further requests for time.

Mr. DELANEY. Mr. Speaker, I yield 5 minutes to the distinguished majority leader, the gentleman from Oklahoma [Mr. ALBERT].

(Mr. ALBERT asked and was given permission to speak out of order and to revise and extend his remarks.)

Mr. ALBERT. Mr. Speaker, hard and vigorous campaigning, when fair and factual, is in line with the highest traditions of American politics and is essential to the implementation of the democratic process. But when campaign tactics are based on insinuations, innuendoes, untruths, and half truths, they corrupt the standards of true representative government.

One of the most vicious attacks that has come to my attention in recent years is a so-called news release which I hold in my hand and which was purportedly sent out by the Republican congressional campaign committee into the district of my distinguished, fine, patriotic colleague, the gentleman from Pennsylvania [Mr. RHODES].

This is a mimeographed sheet in which the name of "GEORGE M. RHODES" was inserted into one paragraph and the

name "RHODES" was inserted into another paragraph.

I quote from some of the pertinent paragraphs of this news release:

The Republican congressional committee charged Representative GEORGE M. RHODES voted to "subsidize" communism when he cast the deciding vote against legislation which would have halted U.S. wheat sales to the Soviet Union.

Calling the Democratic Congressman a rubberstamp for the White House, the GOP congressional group said he "reflected the inconsistencies and indecision of the Johnson administration in the field of foreign policy."

"By his vote, Congressman RHODES provided the margin the administration needed to continue selling U.S. taxpayer-subsidized wheat to the Soviet Union. He voted, in effect, to help subsidize communism."

Mr. Speaker, this is a vicious and an uncalled for attack upon a distinguished Member of this House. It is dishonest and it is capricious. It is a smear not only on every Democrat who voted against the motion to recommit the agricultural appropriation bill, but it is a smear on every Republican who cast a similar vote.

It is also a smear on all of the 311 Republicans and Democrats who voted for the passage of the agricultural appropriation bill after the motion to recommit had been defeated.

Does this committee intend to send this document into the districts of Republicans who voted against the motion to recommit? Does it intend to send this document into the district of every Democrat and every Republican who voted for the agricultural appropriation bill?

This release in calling a democratic Congressman, in this instance my friend, the gentleman from Pennsylvania [Mr. RHODES], a rubberstamp for the White House is as grossly unfair as it is patently false.

The gentleman from Pennsylvania is a Democrat who is proud, as I am, of his party affiliation; who is proud to support President Johnson as I am. But an examination of the CONGRESSIONAL RECORD will show that the gentleman from Pennsylvania has never been a rubberstamp for any administration. For instance, when the wheat-cotton bill was up just a few weeks ago that bill was strongly opposed by the Republican leadership. It was strongly supported by the Democratic leadership. It was strongly supported by the White House. The gentleman from Pennsylvania [Mr. RHODES] voted against it. Does that indicate that he, who has been singled out here for this treatment, has been a rubberstamp for any administration, including the present administration?

This attack on the foreign policy of President Johnson, which is a policy which was followed by President Eisenhower in South Vietnam for years, is not only irresponsible but reckless. The thing that is wrong with those who wrote this release is—and mark my words, this is what is wrong with them—the thing that is wrong with them is the undeniable political strength of Lyndon

B. Johnson in every section of the United States.

I am really surprised, Mr. Speaker, that a responsible organization, one of the congressional campaign committees of this House would allow under its by-line a document of this kind so malicious, so vicious, so untrue, and so un-American to be sent into any congressional district in the United States.

Mr. STRATTON. Mr. Speaker, will the gentleman yield?

Mr. ALBERT. I yield to the gentleman.

Mr. STRATTON. I would like to commend the distinguished majority leader for his remarks and I join him in his statement, particularly with reference to the gentleman from Pennsylvania [Mr. RHODES]. I was interested in the gentleman's remarks since the release that he has read also reads word for word, with the sole exception of the name of the Member involved, with one that appeared in my congressional district, apparently released by the same source to which the gentleman refers. Obviously, this is not only a spurious kind of campaigning but a very ineffective kind, at least in my district. I laughed the thing off when I first saw it because the people of my district know perfectly well that I have vigorously opposed communism in all of its aspects since I have been a Member of the Congress, and that has been my position throughout my tenure in Congress.

I might comment to the gentleman from Oklahoma, Mr. Speaker, that what he says about the position of Republican Members of the Congress is particularly appropriate since both Republican U.S. Senators from the State of New York voted to support President Johnson and President Kennedy with regard to the sale of wheat to the Soviet Union when this issue came to a record vote in the Senate of the United States, not once but on two separate occasions. If the Republican National Committee is suggesting that both of the Republican Senators from the State of New York, one of whom is running for reelection this year, are supporting and aiding and abetting communism when they supported the sale of wheat to the Soviet Union, as the committee's release has tried to suggest that I have done in supporting the President of the United States on this issue, then I think we ought to find out now when they are prepared to make that charge during the coming campaign. Mr. Speaker, this kind of attack is going to backfire, I am sure, just as a number of other smears that took place in yesterday's campaigns also backfired when the people had a chance to be heard at the polls.

Mr. ALBERT. Mr. Speaker, I thank my friend. I say to my friend, I am sure that no responsible Member of this House has the slightest doubt about the patriotism of either the gentleman from New York or of the gentleman from Pennsylvania. They are both not only enemies of communism but loyal, patriotic Americans.

Mr. RHODES of Pennsylvania. Mr. Speaker, will the gentleman yield?

Mr. ALBERT. I yield to the gentleman from Pennsylvania.

Mr. RHODES of Pennsylvania. Mr. Speaker, I thank the distinguished majority leader.

I yield to no one in this House, Mr. Speaker, in my opposition to Communist and totalitarian tyranny. I resent the charge made in a release by the Republican Congressional Campaign Committee that I voted to subsidize communism when I voted with the majority on the Russian wheat issue.

I was not the only Democratic Member who was a target for this Republican smear. The release was mimeographed with blank lines to permit the name of a Democratic Member to be filled in before mailing. The release was sent into marginal congressional districts although many publications did not use the material.

I have experienced such attacks before but what concerns me is that this recent one comes from the Republican Congressional Campaign Committee, made up of Members of this body. It is an attack, not only on me, but on every one of the 187 House Members who voted as I did on giving President Johnson the authority he requires to act on the wheat issue and on questions of this kind. President Eisenhower requested and received this same type of discretionary authority during his term of office.

If there is any logic to the Republican charge, then the U.S. Chamber of Commerce must also be a bunch of Communists for they, too, took the same position on the wheat issue.

The Republican release reflects John Birch Society tactics, designed to deceive, frighten, and confuse the American people. It is unfortunate if Members of this House are associated with efforts to label and smear as Communists all with whom they disagree.

The release is in conflict with the minimum standards of fairness and decency set up under the code of the fair campaign practices committee.

It is interesting to note, Mr. Speaker, that among the 187 House Members who voted as I did on the wheat issue were Republican House Members from California, Maryland, New Jersey, New York, and North Dakota.

The list also includes such distinguished anti-Communists as Mr. WHITTEN, of Mississippi, chairman of the Agriculture Appropriation Subcommittee, and the distinguished chairman of the House Un-American Activities Committee, Mr. WILLIS, of Louisiana.

It seems to me, Mr. Speaker, that we should know who is responsible for the release of such material. Is it the work of the additional committee staff members given to the minority?

Perhaps the House Administration Committee should look into this matter to see if minority staffing is being used to provide such distorted and deceptive material for the Republican congressional campaign committee.

Mr. ALBERT. Mr. Speaker, I yield back the remainder of my time.

Mr. DELANEY. Mr. Speaker, I have no further requests for time.

I move the previous question.
The previous question was ordered.

The SPEAKER. The question is on agreeing to the resolution.

The resolution was agreed to.

A motion to reconsider was laid on the table.

AMENDMENT OF FOREIGN ASSISTANCE ACT OF 1961, AS AMENDED

Mr. DELANEY, from the Committee on Rules, reported the following privileged resolution (H. Res. 742, Rept. No. 1455), which was referred to the House Calendar and ordered to be printed:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 11380) to amend further the Foreign Assistance Act of 1961, as amended, and for other purposes, and all points of order against said bill are hereby waived. After general debate, which shall be confined to the bill and continue not to exceed four hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Foreign Affairs, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

AUTHORIZING THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA TO LOCATE A PORTION OF A VEHICULAR TUNNEL UNDER PARTS OF THE U.S. CAPITOL GROUNDS AND THE U.S. BOTANIC GARDEN GROUNDS

Mr. DELANEY. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 739 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10892) authorizing the Commissioners of the District of Columbia to locate a portion of a vehicular tunnel under parts of the United States Capitol Grounds and the United States Botanic Garden Grounds, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

The SPEAKER. The gentleman from New York is recognized for 1 hour.

Mr. DELANEY. Mr. Speaker, I yield 30 minutes to the gentleman from California [Mr. SMITH]. I now yield myself such time as I may consume.

Mr. Speaker, House Resolution 739 provides for consideration of H.R. 10392, a bill authorizing the Commissioners of the District of Columbia to locate a portion of a vehicular tunnel under parts of the U.S. Capitol Grounds and the U.S. Botanic Garden grounds, and for other purposes. The resolution provides an open rule with 2 hours of general debate.

Section 1 of H.R. 10392 authorizes and directs the Commissioners of the District of Columbia, in constructing, maintaining, and operating a vehicular tunnel, extending from the vicinity of Second and C Streets SW., to the vicinity of Third Street and Constitution Avenue NW., in the District of Columbia, as a part of the innerloop freeway system in the District, to locate a portion of the tunnel under square W-576, property of the U.S. Botanic Garden, and a portion of the tunnel under reservation 12, property of the U.S. Capitol Grounds.

Section 2 authorizes the Commissioners to do preliminary work and store construction materials subject to the approval of the Architect of the Capitol.

Section 3 provides that title to square W-576 and reservation 12 shall remain vested in the United States.

Section 4 provides that all areas of Botanic Garden and Capitol Grounds property disturbed by construction of the tunnel shall be restored to their original condition to the satisfaction of the Architect of the Capitol.

Section 5 provides that the United States shall not incur any expense of liability, or be liable under any claim which may arise from the construction, operation, or maintenance of the portions of the tunnel located under Botanic Garden or Capitol Grounds property.

Section 6 authorizes the Architect of the Capitol to convey certain Botanic Garden property to the Commissioners for purposes of constructing the freeway.

Section 7 provides that the Commissioners may construct part of the freeway tunnel under property under the jurisdiction of the National Gallery of Art.

Mr. Speaker, I urge the adoption of House Resolution 739.

Mr. SMITH of California. Mr. Speaker, I yield myself such time as I may desire.

(Mr. SMITH of California asked and was given permission to revise and extend his remarks.)

Mr. SMITH of California. In the interests of saving time, Mr. Speaker, I will state that I completely agree with the explanation of the rule and the bill as set forth by the gentleman from New York [Mr. DELANEY] and I associate myself with those remarks. I would simply add that the cost of this tunnel is estimated at between \$18 and \$20 million on a 90-to-10 basis; that is, 90 percent to be paid by the Federal Government and 10 percent by the District of Columbia. I suppose we will end up paying all of it, but at any rate that is the estimated cost. For those of you who live in the Northwest and take this new freeway down to

Second and C Streets, as you come under the overpass there, it is my understanding if I read the map correctly, that this tunnel will start at that corner, at about Second and C Streets, and run to Constitution Avenue. It is a real good idea, just as the tunnel is on 12th Street. When we get this done, it will save you a little time in traffic getting home.

This bill came out of the committee unanimously, and I know of no objection to it.

Mr. Speaker, I urge the adoption of the bill, and I have no further requests for time.

Mr. DELANEY. Mr. Speaker, I move the previous question on the resolution. The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

FEDERAL-AID HIGHWAY ACT OF 1964

Mr. FALLON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 10503, with Mr. ULLMAN in the chair.

IN THE COMMITTEE OF THE WHOLE

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. FALLON. Mr. Chairman, I yield myself such time as I may require.

Mr. Chairman, the Federal-Aid Highway Act of 1964 (H.R. 10503) provides for the usual biennial authorizations for fiscal years 1966 and 1967 for what is usually referred to as the A-B-C highway program. The bill does not call for any basic change in the present program and merely provides for the continuation of the regular program for the improvement of the primary and secondary highways on the Federal-aid systems, and the urban extensions thereto. It does not include authorizations for the National System of Interstate and Defense Highways, since that program was fully authorized in the Federal-Aid Highway Act of 1956, as amended in 1961.

In addition to the authorizations for the A-B-C program, the bill contains, as is customary, biennial authorizations for the several categories of roads in the Federal domain.

The Federal share of the A-B-C program is provided entirely from the Highway Trust Fund. Therefore, no appropriation from the general fund of the Treasury will be required to support this program and the expenditures generated by the program will have no effect on the Federal budget. These funds are made available to the States on a 50-50 matching basis.

As provided by existing law, the appro-

priations for the so-called Federal domain roads authorized by this bill will be made from the general funds of the Treasury. These authorizations total \$175 million per year, for fiscal year 1966 and 1967 or \$15 million less than was authorized for the same Federal domain road program for fiscal year 1965.

The essentiality of the A-B-C highway program has been well demonstrated over a period of many years. These Federal-aid highways extend into every county and serve every sizable community in the United States. They have played, and are playing a vital role in the economic development of our country.

The safety aspects of the A-B-C highway program have been given renewed emphasis during the past few months. Traffic accidents killed 43,400 Americans in 1963, and there are indications that the toll will be even higher this year. "Death traps" on our highways contribute to many accidents. Our highway engineers know how to remove these sources of human anguish and economic waste, and it is essential that funds be made available which will eradicate the worst of these highway hazards.

It is important, too, that we continue to take advantage of the effectiveness of adequate highway transportation in stimulating industrial and commercial development.

H.R. 10503 would authorize the apportionment of \$1 billion to the States for the A-B-C highway program for each of the 2 fiscal years, 1966 and 1967. The apportionment for fiscal year 1965 was \$975 million.

The proposed \$1 billion annual apportionment is in keeping with the policy adopted by the House Public Works Committee when the accelerated national highway program was begun in 1956. As was then stated, we felt that the authorizations for the A-B-C program should be increased in increments of \$25 million per year until the \$1 billion level is reached.

This authorization level is needed to keep the A-B-C program in balance with the interstate program, recognizing that the interstate highways can fully perform their intended mission only when they are supported by an adequate system of feeder, connector, and distributor roads.

The total mileage of the highways covered by the A-B-C program is about 845,000 miles, and these highways carry almost one-half of the total of all highway traffic in the Nation.

I turn now to the authorizations for the roads in the Federal domain.

Forest highways are general purpose public highways in and adjacent to the national forests, providing access to the forests by lumbermen and large numbers of recreational visitors. The proposed authorization of \$33 million for each of 2 fiscal years is identical to that provided in the Federal-Aid Highway Act of 1962.

Forest development roads and trails are roads and trails within the national forests, necessary to provide for the protection, development, and management of the forests. The proposed authoriza-

tion of \$85 million for each of 2 fiscal years is identical to that provided in the Federal-Aid Highway Act of 1962.

Public lands development roads and trails provide access to areas within the public domain areas administered by the Bureau of Land Management of the Department of the Interior. The proposed authorization of \$2 million for each of 2 fiscal years compares with \$4 million authorized for fiscal year 1965.

National parks roads and trails provide access to areas within the national parks. The proposed authorization of \$23 million for each of 2 fiscal years compares with \$25 million authorized for fiscal year 1965.

"Parkways" are certain designated scenic highways administered by the National Park Service. The proposed authorization of \$11 million for each of 2 fiscal years compares with \$16 million authorized for fiscal year 1965.

"Indian reservation roads and bridges" serve areas within the Indian reservations. The proposed authorization of \$18 million for each of 2 fiscal years continues the program at the same level authorized for fiscal year 1965.

"Public lands highways" serve various categories of public lands and, because of the predominate Federal interest, are constructed and maintained by the Sec-

retary of Commerce in cooperation with the State highway departments and the Secretary of the Cabinet Department having jurisdiction over the particular lands. The proposed authorization of \$3 million for each of 2 fiscal years compares with \$9 million authorized for 1965.

Mr. Chairman, the bill under consideration was strongly supported by the State highway officials and industry representatives in appearance before the Subcommittee on Roads. There was no objection whatsoever voiced. The bill was reported unanimously.

Mr. Chairman, I include as a part of my remarks the following tables of apportionments:

Approximate apportionments of Federal-aid highway funds

FISCAL YEAR 1966

[In thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Inter-state	Total	State	A-B-C, pursuant to H.R. 10503				Inter-state	Total
	Primary	Second-ary	Urban	Subtotal				Primary	Second-ary	Urban	Subtotal		
Total.....	450,000	300,000	250,000	1,000,000	2,800,000	3,800,000	Montana.....	8,144	5,651	572	14,367	26,063	40,430
Alabama.....	8,536	6,522	3,361	18,419	57,615	76,034	Nebraska.....	8,031	5,724	1,442	15,197	16,272	31,469
Alaska.....	24,019	16,119	164	40,302	40,302	40,302	Nevada.....	5,113	3,400	377	8,890	14,038	22,923
Arizona.....	6,509	4,220	1,869	12,598	39,108	51,706	New Hampshire.....	2,216	1,478	661	4,355	12,494	16,849
Arkansas.....	6,404	5,098	1,362	12,864	29,152	42,016	New Jersey.....	6,341	2,201	10,742	19,284	72,618	91,902
California.....	22,693	10,486	27,062	60,241	266,312	326,553	New Mexico.....	6,824	4,605	1,209	12,638	27,801	40,439
Colorado.....	7,405	4,802	2,545	14,752	36,930	51,682	New York.....	20,217	8,806	28,794	57,817	131,970	189,787
Connecticut.....	3,338	1,833	3,937	9,108	39,329	48,437	North Carolina.....	10,412	9,320	3,279	23,011	22,781	45,792
Delaware.....	2,216	1,478	574	4,268	10,370	14,638	North Dakota.....	5,633	4,130	439	10,202	12,301	22,503
Florida.....	8,217	5,089	7,030	20,336	57,780	78,116	Ohio.....	15,653	9,768	14,128	39,549	190,081	229,630
Georgia.....	11,439	8,598	4,051	24,088	51,326	75,414	Oklahoma.....	8,893	6,191	2,758	17,842	33,510	51,352
Hawaii.....	2,216	1,478	928	4,622	21,871	26,493	Oregon.....	6,797	4,753	2,089	13,639	48,375	62,014
Idaho.....	4,948	3,551	528	9,027	13,073	22,100	Pennsylvania.....	16,278	10,434	15,911	42,623	124,579	167,202
Illinois.....	16,805	9,213	16,053	42,071	145,291	187,362	Rhode Island.....	2,216	1,478	1,503	5,197	10,260	15,457
Indiana.....	10,043	7,267	5,610	22,920	68,978	91,898	South Carolina.....	5,691	4,970	1,790	12,451	24,050	36,501
Iowa.....	10,058	7,493	2,672	20,223	35,247	55,470	South Dakota.....	6,165	4,465	455	11,085	18,286	29,371
Kansas.....	9,937	6,942	2,453	19,332	21,595	40,927	Tennessee.....	8,847	6,966	3,561	19,374	70,191	89,565
Kentucky.....	7,250	6,155	2,496	15,901	56,815	72,716	Texas.....	26,909	16,998	13,894	57,801	126,013	183,814
Louisiana.....	6,671	4,799	3,913	15,383	80,451	95,834	Utah.....	4,846	3,143	1,304	9,293	40,322	49,615
Maine.....	3,307	2,511	848	6,666	13,156	19,822	Vermont.....	2,216	1,478	263	3,962	19,223	23,185
Maryland.....	4,459	2,798	4,521	11,778	51,023	62,801	Virginia.....	8,829	6,846	4,334	20,009	84,643	104,652
Massachusetts.....	5,682	2,520	8,627	16,829	59,683	76,512	Washington.....	7,072	4,780	3,740	15,592	58,056	73,648
Michigan.....	13,836	8,639	11,337	33,862	108,527	142,389	West Virginia.....	4,446	3,979	1,316	9,741	41,922	51,663
Minnesota.....	11,217	7,908	4,098	23,223	72,039	95,262	Wisconsin.....	9,863	6,962	4,837	21,662	24,629	46,291
Mississippi.....	7,056	5,911	1,468	14,435	33,841	48,276	Wyoming.....	5,040	3,429	295	8,764	26,725	35,439
Missouri.....	11,865	8,122	5,555	25,542	71,239	96,781	District of Columbia.....	2,216	1,478	1,569	5,263	40,046	45,309
							Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

FISCAL YEAR 1967

[In thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Inter-state ¹	Total	State	A-B-C, pursuant to H.R. 10503				Inter-state ¹	Total
	Primary	Second-ary	Urban	Subtotal				Primary	Second-ary	Urban	Subtotal		
Total.....	450,000	300,000	250,000	1,000,000	2,900,000	3,900,000	Montana.....	8,144	5,651	572	14,367	26,994	41,361
Alabama.....	8,536	6,522	3,361	18,419	59,673	78,092	Nebraska.....	8,031	5,724	1,442	15,197	16,853	32,050
Alaska.....	24,019	16,119	164	40,302	40,302	40,302	Nevada.....	5,113	3,400	377	8,890	14,539	23,439
Arizona.....	6,509	4,220	1,869	12,598	40,505	53,103	New Hampshire.....	2,216	1,478	661	4,355	12,940	17,295
Arkansas.....	6,404	5,098	1,362	12,864	30,193	43,057	New Jersey.....	6,341	2,201	10,742	19,284	75,211	94,495
California.....	22,693	10,486	27,062	60,241	275,823	336,064	New Mexico.....	6,824	4,605	1,209	12,638	28,794	41,432
Colorado.....	7,405	4,802	2,545	14,752	38,249	53,001	New York.....	20,217	8,806	28,794	57,817	136,683	194,500
Connecticut.....	3,338	1,833	3,937	9,108	40,734	49,842	North Carolina.....	10,412	9,320	3,279	23,011	23,594	46,605
Delaware.....	2,216	1,478	574	4,268	10,740	15,008	North Dakota.....	5,633	4,130	439	10,202	12,740	22,942
Florida.....	8,217	5,089	7,030	20,336	59,844	80,180	Ohio.....	15,653	9,768	14,128	39,549	196,870	236,419
Georgia.....	11,439	8,598	4,051	24,088	53,159	77,247	Oklahoma.....	8,893	6,191	2,758	17,842	34,707	52,549
Hawaii.....	2,216	1,478	928	4,622	22,652	27,274	Oregon.....	6,797	4,753	2,089	13,639	50,103	63,742
Idaho.....	4,948	3,551	528	9,027	13,540	22,567	Pennsylvania.....	16,278	10,434	15,911	42,623	129,028	171,651
Illinois.....	16,805	9,213	16,053	42,071	150,480	192,551	Rhode Island.....	2,216	1,478	1,503	5,197	10,626	15,823
Indiana.....	10,043	7,267	5,610	22,920	71,441	94,361	South Carolina.....	5,691	4,970	1,790	12,451	24,909	37,360
Iowa.....	10,058	7,493	2,672	20,223	36,506	56,729	South Dakota.....	6,165	4,465	455	11,085	18,939	30,024
Kansas.....	9,937	6,942	2,453	19,332	22,366	41,698	Tennessee.....	8,847	6,966	3,561	19,374	72,698	92,072
Kentucky.....	7,250	6,155	2,496	15,901	58,844	74,745	Texas.....	26,909	16,998	13,894	57,801	130,513	188,314
Louisiana.....	6,671	4,799	3,913	15,383	83,324	98,707	Utah.....	4,846	3,143	1,304	9,293	41,762	51,055
Maine.....	3,307	2,511	848	6,666	13,626	20,292	Vermont.....	2,216	1,478	263	3,962	19,909	23,871
Maryland.....	4,459	2,798	4,521	11,778	52,845	64,623	Virginia.....	8,829	6,846	4,334	20,009	87,666	107,675
Massachusetts.....	5,682	2,520	8,627	16,829	61,815	78,644	Washington.....	7,072	4,780	3,740	15,592	60,129	75,721
Michigan.....	13,836	8,639	11,337	33,862	112,403	146,265	West Virginia.....	4,446	3,979	1,316	9,741	43,419	53,160
Minnesota.....	11,217	7,908	4,098	23,223	74,612	97,835	Wisconsin.....	9,863	6,962	4,837	21,662	25,509	47,171
Mississippi.....	7,056	5,911	1,468	14,435	35,050	49,485	Wyoming.....	5,040	3,429	295	8,764	27,679	36,443
Missouri.....	11,865	8,122	5,555	25,542	73,782	99,324	District of Columbia.....	2,216	1,478	1,569	5,263	41,476	46,739
							Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

¹ Based upon the 1961 cost estimate. These will be revised by the 1965 cost estimate now being prepared for submission to the Congress in January 1965.

Mr. CRAMER. Mr. Chairman, I yield myself such time as I may consume.

(Mr. CRAMER asked and was given permission to revise and extend his remarks.)

Mr. CRAMER. Mr. Chairman, I am delighted to join with the distinguished gentleman from Maryland, the chairman of the Subcommittee on Roads of the Committee on Public Works, in support of this legislation. I was privileged to cointroduce with the gentleman from Maryland [Mr. FALLON] the bill which was the basis for consideration of this legislation, H.R. 9905, having introduced H.R. 9906.

Mr. Chairman, I congratulate the gentleman from Maryland and the subcommittee.

This is the usual biennial authorization for the A-B-C highway program which comes out of the highway trust fund, and other classifications of highways for which the authorizations come out of the general funds of the Treasury.

Mr. Chairman, there are just two or three points which I want to make in an effort to supplement the remarks of the distinguished gentleman from Maryland, who is a true authority on this subject.

No. 1, there are no authorizations for any new classification of highways or roads contained in this legislation.

There are no new programs authorized. This is the usual biennial authorization for the Federal-aid highway primary and secondary highway programs presently in existence. This authorization is for the years 1966 and 1967, it obviously being necessary to foresee and plan in advance for these programs to be successful.

The other point I want to make is the effect of the proposal before us as compared to the administration's authorization requests for those highways, roads, and trails other than the A-B-C highway program; that is, those that are paid for out of the general fund.

The subcommittee actually cut \$10 million from the administration's request; that is, we reduced from \$95 million to \$85 million the forest development roads and trails request for the year 1967. Other than that, except for the A-B-C authorization, which I will discuss in a moment, the recommendations of the subcommittee are consistent with those of the administration. There was a \$10 million reduction in the forest development roads and trails authorization for the fiscal year 1967.

Secondly, this authorization, as it relates to everything but the A-B-C program pertaining to funds coming out of the general fund, is a \$15 million reduction below the 1965 authorizations. So I think it can be truly said, as it relates to general fund expenditures, the subcommittee exercised fiscal responsibility and cut \$15 million off of last year's authorizations.

As it relates to the highway trust fund and the A-B-C highway program, it was planned back in 1956, when the current accelerated highway construction program and the highway trust fund was established, that these A-B-C highway authorizations would be increased to the extent of \$25 million per year until the

maximum of \$1 billion per year was reached. The committee felt that now is the time, and that the trust fund could properly afford the increase of \$25 million to the maximum of \$1 billion for the A-B-C program for fiscal year 1966 and fiscal year 1967. The amount was held to \$975 million for the fiscal year 1965, but it is believed it should be increased to \$1 billion for 1966 and 1967 to be consistent with the intention of the House in 1956.

Therefore, this proposed authorization does add \$25 million for the years 1966 and 1967, not out of the general fund, but out of the trust fund. The testimony indicates, and I shall ask that it be placed in the RECORD, that the trust fund can afford this traditional expenditure of funds, as appears on pages 27 and 28 of the committee hearings, that fund having been reviewed by Mr. Whitten, the Federal Highway Administrator.

Mr. HARVEY of Indiana. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield to the gentleman from Indiana.

Mr. HARVEY of Indiana. Can the gentleman inform me as to the status of the Interstate Highway System? In other words, will this projected 1966 and 1967 authorization see the completion of our Interstate Highway System?

Mr. CRAMER. I may say to the gentleman that this authorization, as the gentleman will see on page 6 of the committee report, has nothing to do with the Interstate System as such. A review of the present status of the Interstate System is discussed on page 6 of the report.

That system is to be completed by 1972. There are authorizations now in the law for 1966 and 1967, in the amount of \$2.8 billion for 1966 and \$2.9 billion for 1967. The Interstate System does not need further authorizations by the Congress based upon the current estimated cost of completion. Construction of the Interstate System is on schedule, and it is contemplated it will be completed by the end of 1971. Second, there are adequate funds contemplated coming into the trust to finance the entire Federal-aid highway program, including the 25-percent increase in the A-B-C funds for 1966, 1967, and thereafter until 1971.

Mr. HARVEY of Indiana. I thank the gentleman.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield to the gentleman from Pennsylvania.

Mr. SAYLOR. First, I should like to commend the committee for bringing this bill to the House floor. I have read the report. I think this is an excellent piece of legislation.

However, I am concerned with the language that appears in section 4 of the bill, subparagraph (b):

Section 209 of title 23 of the United States Code is amended by adding at the end thereof the following new subsection:

"(d) Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities."

I want to commend the committee for allowing the highway funds to be used

for these purposes, but I should like to know why it is limited to only public lands highways.

Mr. CRAMER. If the gentleman will consult the committee report on page 2, he will see that this amendment merely conforms the authorization relating to public lands highways to other authorizations which presently carry such authority. This amendment conforms with the authority now existing in law to use funds available for forest highways, forest development roads and trails, and public lands development roads and trails for such purposes.

It brings this under the category of public lands highways into the same authority. It gives that category the same authority. So what the gentleman is asking about has been accomplished and is intended to be accomplished by this amendment.

Mr. SAYLOR. Am I to understand from the colloquy we are now having that States east of the Mississippi River will be permitted to use portions of their A-B-C funds for adjacent vehicular parking areas, sanitary, water, and fire control facilities?

Mr. CRAMER. No, that is not correct, not as a result of this bill. This amendment relates not to A-B-C funds, but authority does presently exist for the category of highways which I have just read, forest highways, forest development roads and trails, and public lands development roads and trails. This now includes public lands highways.

Mr. SAYLOR. I should like to know what reason the committee has for not allowing the expenditure of funds for A-B-C highways to be expended in those States east of the Mississippi River for parking areas, sanitary facilities, water and fire control facilities. Many Members of the Congress and many people in the country are familiar with the money most of the Western States get out of this fund, that it is not a 50-50 matching basis, that it is in direct proportion to the amount of public land that is in all these Western States. In some of these States the Federal Government picks up the tab for as much as 96 percent of the cost of construction.

Mr. CRAMER. The gentleman is correct, except that the Federal share of the cost of projects does not exceed 95 percent in any State. The committee is cognizant of that. If the gentleman will refer to the colloquy which took place between Mr. Whitten and me on page 27 of the hearings he will see that the question of how much money should be made available for public lands highways was discussed, and the gentleman will note this authorization in the bill reduced that amount from \$9 to \$3 million for fiscal years 1966 and 1967, specifically, for the reason the gentleman is pointing out. That colloquy points out—

In other words, instead of a 50-50 matching basis in some of the Western States, their basis is 75-25—or as high as 80 or up to 88 percent of the A-B-C money.

And it was for that very reason that the public lands highway authorization was reduced to \$3 million to take cognizance of precisely the point the gentleman is correctly raising.

Mr. SAYLOR. I commend the committee for having taken that action. But I would like to see in the next authorization bill that comes forward, that the States east of the Mississippi River will be permitted to use a portion of their A-B-C funds for the purposes set forth in section 4 of this bill.

Mr. CRAMER. Of course, as I stated to the gentleman, such authority does exist with regard to other categories of highways throughout the United States.

Mr. SAYLOR. The gentleman will agree that most of these highways of the categories here referred to are also in Western States.

Mr. CRAMER. Wherever they exist, they qualify for this authorization.

There is one other point that I wanted to make and that is with regard to the hearings on page 28. There has been considerable concern, and I feel rightly so, expressed by the subcommittee and by the full Committee on Public Works with regard to possible raids on the trust fund through reduction in taxes that presently go into the trust fund. The administration recommended this year that reductions in aviation taxes and motorboat gasoline taxes be put into effect. The result of that proposal would mean the loss of \$117 million per year to the trust fund in aviation fuel taxes and the loss of \$282 million in motorboat gasoline taxes.

Now no bills have been reported on the first item from the Committee on Ways and Means on aviation gas. There has been a bill reported by the Committee on Interior and Insular Affairs, and a 4-hour rule granted, I understand, on the motorboat gasoline taxes. These two measures would mean a loss to the trust fund of \$399 million per year. I cite these as examples of where raids upon the trust fund are being contemplated or are being recommended by the administration. Of course, the Congress intended that the trust fund remain adequate to take care of all possible contingencies relating to the construction of the Interstate System and the program through 1971 at least.

There is a further bill, H.R. 5050, to provide for a rebate of one-half of the 4-cent gas tax on gasoline used by taxicabs. I call the attention of the House to this principally because of the fact that the committee and the subcommittee has shown considerable concern about proposals for reducing the different income revenue items in the trust fund. There is placed in the hearings at my request a table of those losses that would result, and that is to be found on page 28 of these hearings, and I call the attention of the Members of the House to that aspect.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I am delighted to yield to the gentleman from Iowa.

Mr. GROSS. May any of the funds made available under this authorization be used for the purchase of toll roads; that is, of existing toll roads?

Mr. CRAMER. I say to the gentleman—no. Of course, the gentleman is fully familiar with the fact that that has been a very heatedly discussed and

debated question before the Committee on Public Works. But no authorization has been passed permitting the purchase of toll roads by the Federal Government. There have been toll roads integrated into the system which were in existence or under construction in 1956. The cost of construction of those was not paid to the States either, so there has never been an authorization for the Federal Government to pay the cost of toll roads.

Mr. GROSS. This will require authorizing legislation in order to assimilate such roads into the highway program?

Mr. CRAMER. That is correct. There is no authority presently in existence to authorize the purchase of toll roads. There has been a study report made to the Committee on Public Works on the question as to cost and so forth, but no action has been taken by the committee authorizing such purchase.

Mr. GROSS. I thank the gentleman.

Mr. CRAMER. I can understand the gentleman's concern about such a proposal, which is similar to my own concern.

The other point I wished to make was with regard to the reduction in the item of "public lands development roads and trails," below the 1965 authorization, from \$4 million to \$2 million for 1966 and 1967.

A colloquy took place between me and Mr. Zumwalt, of the Department of the Interior, with regard to this item, as shown on pages 71 and 72 of the hearings. The point to which I particularly refer is shown on page 72.

The impression was given that a lot of money might be saved by some of these reductions, but, as shown on page 72, it was admitted that it is probable, in future years, that the decreases for 1966 and 1967, will have to be made up by increased authorizations to be asked for in 1968. Second, if accelerated public works money is made available, that will take up some of the slack as between the \$2 million authorized and the amount actually desired. Therefore, it appears that by the back door there may be some effort to try to "beef up" these decreased authorizations. I wanted to call that to the attention of the House.

I believe this is a good bill. It certainly deserves the support of the House. It was reported unanimously by the subcommittee and by the full committee. It is the usual biennial authorization. I trust it will pass the House with substantial support.

[Mr. DON H. CLAUSEN addressed the Committee. His remarks will appear hereafter in the Appendix.]

(Mr. CLEVELAND asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. CLEVELAND. Mr. Chairman, I rise in wholehearted support of H.R. 10503, the Federal-Aid Highway Act of 1964. Enactment of the bill will continue, on an even and orderly basis, our Federal-aid highway program which is so essential to the well-being and economy of our Nation. The Subcommittee on Roads of the Committee on Public Works under the able chairmanship of

the gentleman from Maryland has held hearings and devoted a great deal of care to the drafting of the bill and I am pleased to support it.

However, I do want to bring to the attention of my colleagues a basic unfairness in the Federal-aid highway laws, as they now exist. This unfairness which has persisted for many years lies in the fund matching requirements of the law.

Mr. Chairman, as you and my colleagues know, Federal funds are made available to the States on a matching basis to assist in highway construction. The States generally are required to match the Federal funds on a 50-50 basis on projects on the Federal-aid primary and secondary systems—commonly referred to as the A-B-C system—and 90 to 10 on the projects on the Interstate System. However, the law provides that in any State containing more than 5 percent of nontaxable Indian lands and public domain lands, the Federal share of the cost of a given road project will be increased, and the State matching decreased, based on the percentage that these lands bear to the total area of the State. In other words, the public lands States are given credit, so to speak, for Federal lands which lie beyond the reach of the taxing powers of the States.

FAIR AND EQUITABLE

Mr. Chairman, in my opinion, this so-called sliding scale provision of the law, which dates from 1921, is fair and equitable. However, under the present law, the area of national forests and national parks and monuments is not included in determining the matching requirements of the individual States. Under the existing law, only 13 States receive the benefit of the lowered matching requirements. But there are national forests located in nearly all of the States and these areas comprise millions of acres not subject to the taxing powers of the States. With growing interest in outdoor recreation and wilderness areas, this acreage may well increase substantially. It seems to me that in all fairness, States having large areas of national forests should be granted the same benefits with respect to Federal-aid highway matching requirements as have been extended to those States with large areas of public domain and Indian lands.

I have introduced a bill, H.R. 6222, which would provide for this. I considered offering the provisions of H.R. 6222 as an amendment to the Federal-Aid Highway Act of 1964. In view of the importance of the Highway Act, however, and in view of the substantial unanimity of the Committee concerning the provisions of the bill, I decided not to offer an amendment at this time. It is my deep hope that the Committee and the Congress will give favorable consideration to H.R. 6222 at an early date.

NO ADDITIONAL COST ON A-B-C SYSTEMS

The inequity of the treatment afforded those States which do not have large areas of public lands but do have large areas of national forests is emphasized by the fact that insofar as the Federal-aid primary and secondary systems are concerned, the so-called sliding scale

provisions could be applied without increasing or decreasing the amount of Federal-aid allotted to any State and without requiring the expenditure of any additional Federal funds. The proposal would simply reduce the amount of funds which a particular State would have to provide in order to receive the full benefit of Federal-aid and would give the State greater flexibility in expenditure of available State highway funds.

SOME ADDITIONAL COST FOR INTERSTATE SYSTEM

The situation is somewhat different in the case of projects on the Interstate System where apportionments to the States are based on the estimated cost of completing the Interstate System and the Federal Government bears 90 percent of the cost of Interstate projects except in those 13 States where the Federal share is greater because of substantial areas of public lands. If the Federal share of the cost of completing the Interstate System is increased in States having large areas of national forests, parks, and monuments, there would be necessarily a greater outlay of Federal funds. The additional costs, based on Interstate work remaining to be financed as of December 31, 1963, as developed from the 1961 Interstate cost estimate, would be approximately \$100,576,000. This sum is roughly the amount of the receipts of the Highway Trust Fund over a 2-week period.

NEW HAMPSHIRE—EXAMPLE

Let me illustrate the effect of this bill, using my own State of New Hampshire as an example. Under existing law, the State of New Hampshire is required to match Federal funds made available for projects on the Federal-aid primary and secondary systems on a 50 to 50 basis—the State must match each dollar of Federal funds with \$1 of State funds. The State of New Hampshire has federally-owned national forest lands totaling 678,104 acres—this means that more than 11 percent of our land area has been placed beyond the reach of our taxing power. Most of this land is in the matchless White Mountain National Forest, enjoyed by people from all over our great Nation for its scenic splendor and spiritually refreshing wilderness areas.

FOR A-B-C—\$890,000 PER YEAR

If my bill is enacted, the Federal share of the cost of Federal-aid primary and secondary projects in New Hampshire would be 55.69 percent and the State's share 44.31 percent, instead of the present ratio of 50 to 50. Under H.R. 10500, the amount to be apportioned to the State of New Hampshire for the Federal-aid primary and secondary systems will be approximately \$4,355,000. In order to receive this sum under existing law, the State will be required to match it with an equivalent amount of \$4,355,000. If my bill is enacted, the State of New

Hampshire would receive no additional Federal funds for the Federal-aid system but would be required to provide only \$3,465,000 in order to obtain the full Federal apportionment. The difference of \$890,000 could be used to great advantage by the State, particularly in our rural areas, and to improve our recreational access roads which are used by people from all over the country.

FOR INTERSTATE HIGHWAYS—\$720,000

Under the existing law, the Federal share of interstate projects in New Hampshire is 90 percent. If my bill is enacted, the Federal share in New Hampshire will be 91.4 percent. Based on interstate work remaining to be financed as of December 31, 1963, the State of New Hampshire would receive an additional \$720,000 in Federal funds toward completion of the Interstate System.

For the information of my colleagues, I am attaching two tabulations showing how the other States would fare if my bill is enacted.

Mr. Chairman, as I mentioned earlier, I feel that the sliding scale provision which benefits those States having large areas of nontaxable Indian lands and public domain lands is fair and equitable and I believe that the same benefit should be extended to those States having large areas of national forests, national parks, and monuments. My bill would so provide, and I sincerely hope the Congress will take early and favorable action.

Comparison of estimated State funds required to match Federal A-B-C funds based on sliding scale rates determined under present legislation and under H.R. 6222

[Dollars in thousands]

State	Estimated annual A-B-C apportionment (\$1,000,000)	Federal participation A-B-C matching ratio (percent)		State matching under present legislation		State matching under H.R. 6222		Decrease in State matching funds on account of H.R. 6222
		Present	H.R. 6222	Percent	Amount	Percent	Amount	
Alabama.....	\$18,419	50.00	51.02	50.00	\$18,419	48.98	\$17,683	\$736
Alaska.....	40,302	94.97	195.00	5.03	2,135	5.00	2,121	14
Arizona.....	12,598	76.88	85.66	23.12	3,788	14.34	2,109	1,679
Arkansas.....	12,864	50.00	53.61	50.00	12,864	46.39	11,132	1,732
California.....	60,241	59.68	71.49	40.32	40,699	28.51	24,024	16,675
Colorado.....	14,752	57.14	67.79	42.86	11,066	32.21	7,009	4,057
Connecticut.....	9,108	50.00	50.00	50.00	9,108	50.00	9,108	-----
Delaware.....	4,268	50.00	50.00	50.00	4,268	50.00	4,268	-----
Florida.....	20,336	50.00	53.55	50.00	20,336	46.45	17,640	2,696
Georgia.....	24,088	50.00	51.05	50.00	24,088	48.95	23,097	991
Hawaii.....	4,622	50.00	52.39	50.00	4,622	47.61	4,200	422
Idaho.....	9,027	63.32	82.37	36.68	5,229	17.63	1,932	3,297
Illinois.....	42,071	50.00	50.29	50.00	42,071	49.71	41,586	485
Indiana.....	22,920	50.00	50.26	50.00	22,920	49.74	22,683	237
Iowa.....	20,223	50.00	50.01	50.00	20,223	49.99	20,215	8
Kansas.....	19,332	50.00	50.05	50.00	19,332	49.95	19,293	39
Kentucky.....	15,901	50.00	51.01	50.00	15,901	48.99	15,271	630
Louisiana.....	15,383	50.00	50.99	50.00	15,383	49.01	14,786	597
Maine.....	6,666	50.00	50.19	50.00	6,666	49.81	6,616	50
Maryland.....	11,778	50.00	50.12	50.00	11,778	49.88	11,722	56
Massachusetts.....	16,829	50.00	50.03	50.00	16,829	49.97	16,809	20
Michigan.....	33,862	50.00	54.19	50.00	33,862	45.81	28,626	5,236
Minnesota.....	23,223	50.00	53.53	50.00	23,223	46.47	20,160	3,063
Mississippi.....	14,435	50.00	51.93	50.00	14,435	48.07	13,362	1,073
Missouri.....	25,542	50.00	51.53	50.00	25,542	48.47	24,025	1,517
Montana.....	14,367	56.77	66.21	43.23	10,941	33.79	7,332	3,609
Nebraska.....	15,197	50.00	50.37	50.00	15,197	49.63	14,974	223
Nevada.....	8,890	89.46	93.11	10.54	1,047	6.89	658	389
New Hampshire.....	4,355	50.00	55.69	50.00	4,355	44.31	3,465	890
New Jersey.....	19,284	50.00	50.01	50.00	19,284	49.99	19,276	8
New Mexico.....	12,638	65.24	70.92	34.76	6,733	29.08	5,183	1,551
New York.....	57,817	50.00	50.00	50.00	57,817	50.00	57,817	-----
North Carolina.....	23,011	50.00	52.24	50.00	23,011	47.76	21,038	1,973
North Dakota.....	10,202	50.00	51.14	50.00	10,202	48.86	9,747	455
Ohio.....	39,549	50.00	50.21	50.00	39,549	49.79	39,218	331
Oklahoma.....	17,842	50.00	52.28	50.00	17,842	47.72	16,286	1,556
Oregon.....	13,639	63.36	75.86	36.64	7,887	24.14	4,340	3,547
Pennsylvania.....	42,623	50.00	50.82	50.00	42,623	49.18	41,248	1,375
Rhode Island.....	5,197	50.00	50.00	50.00	5,197	50.00	5,197	-----
South Carolina.....	12,451	50.00	51.49	50.00	12,451	48.51	11,730	721
South Dakota.....	11,085	55.21	56.48	44.79	8,992	43.52	8,541	451
Tennessee.....	19,374	50.00	51.56	50.00	19,374	48.44	18,202	1,172
Texas.....	57,801	50.00	50.40	50.00	57,801	49.60	56,884	917
Utah.....	9,293	77.34	84.89	22.66	2,723	15.11	1,664	1,069

Footnote at end of table.

Comparison of estimated State funds required to match Federal A-B-C funds based on sliding scale rates determined under present legislation and under H.R. 6222—Continued

[Dollars in thousands]

State	Estimated annual A-B-C apportionment (\$1,000,000)	Federal participation A-B-C matching ratio (percent)		State matching under present legislation		State matching under H.R. 6222		Decrease in State matching funds on account of H.R. 6222
		Present	H.R. 6222	Percent	Amount	Percent	Amount	
Vermont	\$3,962	50.00	51.89	50.00	\$3,962	48.11	\$3,673	\$289
Virginia	20,009	50.00	53.28	50.00	20,009	46.72	17,545	2,464
Washington	15,592	53.57	65.97	46.43	13,514	34.03	8,043	5,471
West Virginia	9,741	50.00	52.93	50.00	9,741	47.07	8,663	1,078
Wisconsin	21,662	50.00	52.26	50.00	21,662	47.74	19,788	1,874
Wyoming	8,764	66.23	74.90	33.77	4,469	25.10	2,937	1,532
District of Columbia	5,263	50.00	58.70	50.00	5,263	41.30	3,703	1,560
Puerto Rico	6,602	50.00	50.64	50.00	6,602	49.36	6,435	167
Total	985,000				873,035		793,053	79,982

¹ Maximum rate of 95 percent provided by H.R. 6222.

Sliding scale rates of Federal participation in public-lands States determined under present legislation and under provisions of H.R. 6222 and amount of additional interstate funds required by H.R. 6222

[Dollars in thousands]

State	A-B-C matching ratio (percent)		Interstate matching ratio (percent)		Amount of additional interstate funds required by H.R. 6222 ¹	State	A-B-C matching ratio (percent)		Interstate matching ratio (percent)		Amount of additional interstate funds required by H.R. 6222 ¹
	Present	Under H.R. 6222	Present	Under H.R. 6222			Present	Under H.R. 6222	Present	Under H.R. 6222	
Alabama	50.00	51.02	90.00	90.20	\$658	Nevada	89.46	93.11	² 95.00	² 95.00	
Alaska	94.97	² 95.00				New Hampshire	50.00	55.69	90.00	91.14	\$720
Arizona	76.88	85.66	94.40	² 95.00	1,368	New Jersey	50.00	50.01	90.00	90.00	
Arkansas	50.00	53.61	90.00	90.72	1,285	New Mexico	65.24	70.92	92.53	94.18	2,623
California	59.68	71.49	91.59	94.30	37,575	New York	50.00	50.00	90.00	90.00	
Colorado	57.14	67.79	91.32	93.56	5,090	North Carolina	50.00	52.24	90.00	90.45	517
Connecticut	50.00	50.00	90.00	90.00		North Dakota	50.00	51.14	90.00	90.23	130
Delaware	50.00	50.00	90.00	90.00		Ohio	50.00	50.21	90.00	90.04	409
Florida	50.00	53.55	90.00	90.71	2,164	Oklahoma	50.00	52.28	90.00	90.46	897
Georgia	50.00	51.05	90.00	90.21	500	Oregon	63.36	75.86	92.24	² 95.00	6,220
Hawaii	50.00	52.39	90.00	90.48	887	Pennsylvania	50.00	50.82	90.00	90.16	1,079
Idaho	63.32	82.37	92.33	² 95.00	1,131	Rhode Island	50.00	50.00	90.00	90.00	
Illinois	50.00	50.29	90.00	90.06	431	South Carolina	50.00	51.49	90.00	90.30	410
Indiana	50.00	50.26	90.00	90.05	187	South Dakota	55.21	56.48	91.03	91.30	185
Iowa	50.00	50.01	90.00	90.00		Tennessee	50.00	51.66	90.00	90.31	956
Kansas	50.00	50.05	90.00	90.01	8	Texas	50.00	50.40	90.00	90.08	487
Kentucky	50.00	51.01	90.00	90.20	630	Utah	77.34	84.89	94.62	² 95.00	913
Louisiana	50.00	50.99	90.00	90.20	835	Vermont	50.00	51.89	90.00	90.38	390
Maine	50.00	50.19	90.00	90.04	26	Virginia	50.00	53.28	90.00	90.66	2,083
Maryland	50.00	50.12	90.00	90.02	51	Washington	53.57	65.97	90.64	93.19	8,117
Massachusetts	50.00	50.03	90.00	90.01	31	West Virginia	50.00	52.93	90.00	90.59	1,504
Michigan	50.00	54.19	90.00	90.84	5,036	Wisconsin	50.00	52.26	90.00	90.45	333
Minnesota	50.00	53.53	90.00	90.71	2,890	Wyoming	66.23	74.90	92.92	94.98	2,746
Mississippi	50.00	51.93	90.00	90.39	787	District of Columbia	50.00	58.70	90.00	91.74	4,687
Missouri	50.00	51.53	90.00	90.31	1,094	Puerto Rico	50.00	50.64			
Montana	56.77	66.21	91.23	93.24	2,466						
Nebraska	50.00	50.37	90.00	90.07	40	Total					100,576

¹ Maximum amount.

² Based on interstate work remaining to be financed as of Dec 31, 1963, as developed from the 1961 interstate cost estimate.

Mr. FALLON. Mr. Chairman, I yield such time as he may consume to the gentleman from Michigan [Mr. RYAN].

Mr. RYAN of Michigan. Mr. Chairman, I should like to ask a few questions on this matter because some time ago, when this matter was under consideration, we entered into discussions concerning the matter of safety on our public highways.

The bill does request the sum of exactly \$1 billion for the building of roads; consisting of asphalt and concrete and so forth. On the other hand, when we look at what is happening on some of these roads we realize that there are more than 43,000 deaths per year plus hundreds of thousands of injured persons from accidents and also billions of dollars of economic loss.

I should like to inquire as to what action is being taken toward doing something to provide a greater safety on the highways, in order to reduce the tragedies, the accidents, and to reduce fatalities.

What are we doing so as to make our roads more safe?

It is my understanding that there are some programs and some plans under consideration, in respect to the building of roads, as to safety programs and to provide more safety in all respects on the highways. Something must be done. We must direct our attention toward reducing the fatalities which occur on the highways.

Mr. Chairman, I would like to ask what is to be done under the terms of the bill, in order to work out some program of that sort?

Mr. FALLON. Mr. Chairman, I might say to the gentleman, in answer to his question, that he partly answered it himself when he referred to the fact that we are trying to build into the highways as much safety as we possibly can, considering the knowledge available.

Second, a certain percentage of the money goes into research and development, and a certain percentage of that

money is used to carry out a very extensive safety program not only with the Bureau of Public Roads but also with the States.

I would say that a large proportion of the development fund is being used for the study of and for the promotion of safety on our highway system.

Mr. RYAN of Michigan. I thank the gentleman from Maryland. I intend to pursue the matter of developing more safety on our national highways. While we continue to build roads, we should also develop and demand more safety on the highways.

Mr. CRAMER. Mr. Chairman, I yield myself 1 minute to clarify a point in the RECORD which occurred in a previous colloquy with the gentleman from Pennsylvania.

With regard to authority of the States to use A-B-C and Interstate money for the purpose of landscape development, roadside development, sanitary, and other facilities, that authority is already

contained in the A-B-C authorization and in the Interstate System authorization under section 319 of title 23 of the United States Code relating to highways. I want the RECORD to be clear on that point. However, the present bill before us, as I stated in the colloquy, does not authorize A-B-C money to be used for that purpose, and it is not necessary to do so. It does specifically authorize such use of funds relating to one category which does not have that authority at the present time. I state that merely to clarify the RECORD.

Mr. Chairman, I now yield 5 minutes to the gentleman from California [Mr. BALDWIN].

Mr. BALDWIN. Mr. Chairman, I rise in support of the bill H.R. 10503. This bill came out of the Committee on Public Works by a unanimous vote. I would like to point out, as the chairman of our subcommittee did, that the committee determined that the authorization for the A-B-C roads, that is, the State primary and secondary roads, should be increased over the amount requested by the administration by \$25 million per year. This brings this authorization up to the sum of \$1 billion for each year and follows the past policy of this committee of increasing the sum for Federal aid to State primary and secondary roads by \$25 million yearly up to this maximum figure of \$1 billion. Because of this increase made by the committee, which meant we were \$50 million over the budget figures for these 2 years, the committee looked over the rest of the bill quite carefully to see where it might be possible to make at least a partially offsetting reduction. Therefore, the committee did make a reduction of \$10 million in the second year under this bill for forest development, roads and trails. The reduction actually was simply a reduction of a \$10 million increase requested in the budget for forest development roads and trails. The budget figure was \$85 million for the first year, \$95 million for the second year, and the cut of \$10 million in the second year simply meant this sum was kept at \$85 million for both years. Therefore, this is a reduction of \$10 million below the budget figures, a partial offset to the increase of \$50 million for the A-B-C roads.

I should point out that the A-B-C roads come out of the highway trust fund and, therefore, are not charged to the budget. The sum for forest development roads and trails is chargeable to the budget. This is primarily the reason why the committee made these two partially offsetting changes in this bill.

Mr. FALLON. Mr. Chairman, I have no further requests for time.

Mr. CRAMER. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. The Clerk will read the bill for amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1966, and \$85,000,000 for the fiscal year ending June 30, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$23,000,000 for the fiscal year ending June 30, 1966, and \$23,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$11,000,000 for the fiscal year ending June 30, 1966, and \$11,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$3,000,000 for the fiscal year ending June 30, 1966, and \$3,000,000 for the fiscal year ending June 30, 1967.

SEC. 3. The second paragraph of subsection (b) of section 101 of title 23, United States Code, is amended by striking out "thirteen years" and inserting in lieu thereof "fifteen years" and by striking out "June 30, 1969", and inserting in lieu thereof "June 30, 1971".

AMENDMENT OFFERED BY MR. RYAN OF NEW YORK

Mr. RYAN of New York. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. RYAN of New York: Page 3, line 9, insert "(a)" immediately after "SEC. 3".

Page 3, after line 13, insert the following: "(b) Section 128 of title 23 of the United States Code is amended to read as follows: '§ 128. Public hearings

"(a) Any State highway department which submits plans for a Federal-aid highway project involving the bypassing of, or going through, any city, town, or village, either incorporated or unincorporated, shall certify to the Secretary that—

"(1) it gave notice of a public hearing on the location of such project published at least thirty days prior to the date set for such hearing in a newspaper of general circulation in each affected political subdivision;

"(2) it mailed at least thirty days prior to the date set for such public hearing to each official elected to represent each affected political subdivision in the local, State, and Federal governments, notice of such hearings;

"(3) it held such public hearing or afforded the opportunity for such hearing, at the nearest feasible point to the proposed location, within one year of the date such plans are submitted to the Secretary for the purpose of enabling all interested persons to express any objections they may have to the proposed location of such project; and

"(4) it has considered the economic effects of such a location.

"(b) Any State highway department which submits plans for an Interstate System project shall certify to the Secretary that—

"(1) it gave notice of a public hearing on the location of such project published at least thirty days prior to the date set for such hearing in a newspaper of general circulation in each affected rural area;

"(2) it mailed at least thirty days prior to the date set for such public hearing to each official elected to represent each affected political subdivision in the local, State, and Federal governments, notice of such hearings;

"(3) it held such public hearing or afforded the opportunity for such hearing, at the nearest feasible point to the proposed location within one year of the date such plans are submitted to the Secretary, for the purpose of enabling all interested persons in rural areas to express any objections they may have to the proposed location of such highway; and

"(4) it has considered the economic effects of such a location.

"(c) When hearings have been held under subsection (a) or (b), the State highway department shall submit a copy of the transcript of such hearings to the Secretary, together with the certification.

"(d) The State highway department shall submit to the Secretary in the case of every Federal-aid highway project and every Interstate System project a report on the economic effects of the proposed highway location, including, but not limited to, the effects of such location on the tenants and owners of all property proposed to be acquired or which will otherwise be affected by such project."

(Mr. RYAN of New York asked and was given permission to revise and extend his remarks.)

Mr. RYAN of New York. Mr. Chairman, the purpose of the amendment which I have offered is to provide a full public hearing on highway projects with adequate notice not only to the community affected, but also to the elected public officials in the political subdivision affected by the acquisition of land for a Federal-aid highway project or an interstate highway project.

Mr. Chairman, I believe it is very important that community sentiment be taken into account in planning highway projects, especially those which displace people or businesses. In New York City, for example, the Lower Manhattan Expressway was scheduled to uproot large numbers of residential tenants and small businesses. That proposal is still being kept alive. My amendment would greatly strengthen the hearing provision of the present law.

I also have included in this amendment a provision that elected public officials be notified of the proposed land acquisition so that they can represent their constituents at the hearing.

When land is acquired or proposed to be acquired, a thorough study should be made of the effects of the taking on the property owners and on the commercial and residential tenants as well as the economic consequences for the surrounding community. If such a study is made and if the full economic effects of the proposed project are reported to the Secretary, the Secretary will be in a better position to judge whether or not to approve the project.

Mr. Chairman, all this amendment requires is that the State highway department certify to the Secretary that it has had a public hearing, that it has considered the economic effects of the location, that it gave 30 days' notice of the hearing published in a newspaper of general circulation, that it mailed at least 30 days before the public hearing to each elected public official a notice of such hearing, and that it held such hearings at the most feasible point near the proposed project, and that the hearings were held within 1 year of the submission of plans. Mr. Chairman, this last provision is designed so hearings will be held written a year before the approval of a project. Otherwise conditions may change substantially.

Beyond that, the amendment would require that the State highway department submit to the Secretary a full report on the economic effects of the proposed location.

I hope very much, Mr. Chairman, that this amendment can be agreed to in the Committee of the Whole House on the State of the Union. I think it is essential that those who are affected in a local community by a proposed highway project be given the opportunity to appear at a public hearing, that their elected public officials be given the opportunity to appear, and that all the ramifications and implications of the proposal be laid before the Secretary so he will have then a complete record upon which a judgment can be made.

Mr. Chairman, the purpose of this proposed amendment is to strengthen and to fortify the hearing provision which already exists by these additional requirements.

Mr. PELLY. Mr. Chairman, will the gentleman yield?

Mr. RYAN of New York. I yield to the gentleman from Washington.

Mr. PELLY. Mr. Chairman, I would like to inquire of the sponsor of this amendment as to whether or not his amendment is only limited to urban areas and would not cover rural areas?

Mr. RYAN of New York. No; this amendment would cover both urban and rural areas.

Mr. PELLY. If the gentleman will yield further, I have in mind that in California there is great concern over the redwoods and the possibility of highways going through this area which might destroy a scenic area. I would be interested to know whether this would affect that situation or not.

Mr. RYAN of New York. In my opinion the proposed amendment would cover that situation. I believe the gentleman has raised a very important point.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. RYAN of New York. I yield to the gentleman from Florida.

Mr. CRAMER. The gentleman's amendment is four pages long, and as I understand it, the gentleman from New York [Mr. RYAN] introduced a bill similar to the amendment which he now proposes, but as late as May 28, meaning Thursday of last week.

As I understand it there has been assurance given to others who are in-

terested in this proposal that hearings will be held before the committee, if requests are made.

Has the gentleman from New York made such a request, and why did he wait so late to introduce it?

Mr. RYAN of New York. The bill which I introduced is similar to the amendment. The amendment is offered today because the Federal Highway Act amendments are being considered on the floor of the House today. I think it is very important that my amendment be considered as a part of this bill, so that the requirements will be clearly spelled out in legislation this year.

Mr. FALLON. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from New York [Mr. RYAN].

Mr. Chairman, as the gentleman from Florida has just stated, this bill was introduced on May 28, just last week. This is a three- or four-page amendment, and goes further than the bill we are considering today. It also goes into some regulations on the interstate system. Certainly it is a complicated, far-reaching amendment. The sponsors should be heard before our committee, together with the departments charged with this responsibility, and let it be appraised by everybody who has a responsibility of discharging the application of the legislation.

Mr. Chairman, I ask that the amendment be defeated.

Mr. CRAMER. Mr. Chairman, I rise in opposition to the pending amendment.

Mr. Chairman, this is a very complicated amendment. I concede it is a matter that should possibly be given consideration by the committee, although there is legislation on the books in section 125, title 23, United States Code, providing specifically for public hearings. I read:

(a) Any State highway department which submits plans for a Federal-aid highway project involving the bypassing of, or going through any city, town, or village, either incorporated or unincorporated, shall certify to the Secretary that it has had public hearings, or has afforded the opportunity for such hearings, and has considered the economic effects of such a location.

That statement of legislative intent is further implemented by a policy and procedure memorandum issued by the Bureau of Public Roads for guidance of the States, which sets out at length the procedures that should be followed.

It may be that some of the points raised by the gentleman are deserving of consideration by the committee and by the Congress. I would suggest the proper procedure would be to take the bill which he has introduced on May 28, Thursday of last week, and ask the committee to consider the legislation under the usual procedure of asking for departmental reports, getting the results of those reports, and then determining whether it justifies hearings. That would be the proper procedure, rather than offering this lengthy proposition, a complicated proposal, on the floor of the House. Incidentally, this amendment was not submitted to the members of the subcommit-

tee or the committee prior to introduction.

I would respectfully suggest to the gentleman from New York that that procedure be followed, rather than the amendatory procedure, at this stage. Therefore, I oppose the amendment for these reasons.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. RYAN].

The amendment was rejected.

The CHAIRMAN. The Clerk will report the first committee amendment.

The Clerk read as follows:

Committee amendment: Page 3, after line 13, insert the following:

"Sec. 4. (a) Section 104(b)(5) of title 23 of the United States Code is amended by striking out 'January 2, 1962.' and inserting in lieu thereof 'January 2, 1961.'"

"(b) Section 209 of title 23 of the United States Code is amended by adding at the end thereof the following new subsection:

"(d) Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities."

"(c) The first sentence of subsection (b) of section 320 of title 23 of the United States Code is amended by striking out 'the State' and all that follows down to and including 'the Secretary' and inserting in lieu thereof: 'the State in which such bridge is to be located, or the appropriate subdivision of such State, shall enter into an agreement with such agency and with the Secretary.'"

The committee amendment was agreed to.

The Clerk read as follows:

SEC. 4. For the purposes of section 2 of this Act each of the following terms shall have the same meaning as is given it in section 101 of title 23 of the United States Code:

- (1) Forest development roads and trails;
- (2) Forest highways;
- (3) Indian reservation roads and bridges;
- (4) Park roads and trails;
- (5) Parkway;
- (6) Public lands highways;
- (7) Federal-aid primary system;
- (8) Federal-aid secondary system;
- (9) Urban area;
- (10) Public lands development roads and trails.

With the following committee amendment: Page 4, line 6, strike out "4" and insert "5".

The committee amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. ULLMAN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, pursuant to House Resolution 740, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment? If not, the Chair will put them en gros.

The amendments were agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The question was taken, and the Speaker announced that the ayes appeared to have it.

Mr. ASHBROOK. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 294, nays 0, not voting 138, as follows:

[Roll No. 141]

YEAS—294

Abbutt	Devine	Keith
Abele	Dingell	Kelly
Abernethy	Dole	Keogh
Adair	Donohue	Kilgore
Addabbo	Dowdy	King, Calif.
Albert	Downing	Kirwan
Alger	Duncan	Kluczyński
Anderson	Edmondson	Knox
Andrews	Edwards	Kornegay
N. Dak.	Ellsworth	Kunkel
Arends	Fallon	Langen
Ashbrook	Fascell	Latta
Ashley	Feighan	Leggett
Auchincloss	Findley	Lennon
Ayres	Finnegan	Libonati
Baker	Fino	Lipscomb
Baldwin	Flood	Lloyd
Baring	Ford	Long, Md.
Barrett	Fountain	McClary
Bates	Frelinghuysen	McCulloch
Becker	Friedel	McDade
Beckworth	Fulton, Tenn.	McDowell
Beermann	Fuqua	McFall
Belcher	Gathings	McIntire
Bell	Gibbons	McLoskey
Bennett, Fla.	Gilbert	McMillan
Berry	Gill	Macdonald
Betts	Glenn	Madden
Boggs	Gonzalez	Mahon
Bolton	Goode	Mailliard
Frances P.	Gray	Marsh
Bolton	Green, Oreg.	Martin, Calif.
Oliver P.	Green, Pa.	Martin, Nebr.
Bow	Griffin	Mathias
Brademas	Gross	Matthews
Brock	Grover	Milliken
Brooks	Gurney	Mills
Broomfield	Hagan, Ga.	Minshall
Brotzman	Haley	Moore
Brown, Ohio	Hall	Moorhead
Broyhill, N.C.	Halleck	Morgan
Burleson	Halpern	Morris
Byrne, Pa.	Hansen	Morrison
Carey	Harding	Morton
Cederberg	Harris	Moss
Celler	Harrison	Murphy, Ill.
Chamberlain	Harsha	Murphy, N.Y.
Chelf	Harvey, Ind.	Murray
Chenoweth	Harvey, Mich.	Natcher
Clancy	Hawkins	Nedzi
Clark	Hays	Nelsen
Clausen	Hechler	Nix
Don H.	Henderson	Norblad
Cleveland	Hoeben	O'Brien, N.Y.
Cohelan	Hoffman	O'Hara, Ill.
Collier	Hollifield	O'Hara, Mich.
Conte	Holland	O'Konski
Corbett	Horan	Olson, Minn.
Cramer	Horton	O'Neill
Cunningham	Hosmer	Osmers
Curtin	Jennings	Ostertag
Curtis	Jensen	Passman
Dague	Joelson	Patman
Daniels	Johnson	Patten
Davis, Ga.	Johnson, Calif.	Pelly
Davis, Tenn.	Johnson, Pa.	Pepper
Dawson	Jonas	Philbin
Deaney	Jones, Mo.	Pickle
Dent	Karsten	Pike
Denton	Karth	Pillion
Derwinski	Kastenmeier	

Poage	Schenck	Teague, Tex.
Poff	Schneebeli	Thomas
Price	Schweiker	Thompson, La.
Pucinski	Secrest	Thompson, N.J.
Purcell	Senner	Thompson, Tex.
Quie	Shipley	Thomson, Wis.
Quillen	Shriver	Tollefson
Randall	Sickles	Trimble
Reid, Ill.	Sikes	Tuck
Reid, N.Y.	Siler	Tuten
Reuss	Sisk	Udall
Rhodes, Ariz.	Skubitz	Ullman
Rich	Slack	Van Deerlin
Rivers, Alaska	Smith, Iowa	Waggonner
Robison	Smith, Va.	Watson
Rogers, Colo.	Snyder	Watts
Rogers, Fla.	Springer	Weaver
Rogers, Tex.	Staeble	Whalley
Rooney, N.Y.	Stafford	White
Rooney, Pa.	Staggers	Whitener
Rosenthal	Steed	Willis
Rostenkowski	Stephens	Wilson, Bob
Roudebush	Stratton	Wydler
Roush	Stubblefield	Wyman
Rumsfeld	Sullivan	Young
Ryan, Mich.	Taft	Younger
Ryan, N.Y.	Talcott	Zablocki
St. George	Taylor	
Saylor	Teague, Calif.	

NAYS—0

NOT VOTING—138

Andrews, Ala.	Fulton, Pa.	Olsen, Mont.
Ashmore	Gallagher	Perkins
Aspinall	Garmatz	Pilcher
Avery	Gary	Pirnie
Barry	Glaimo	Pool
Bass	Goodling	Powell
Battin	Grabowski	Rains
Bennett, Mich.	Grant	Reifel
Blatnik	Griffiths	Rhodes, Pa.
Bo'and	Gubser	Riehlman
Bolling	Hagen, Calif.	Rivers, S.C.
Bonner	Hanna	Roberts, Ala.
Bray	Hardy	Roberts, Tex.
Bromwell	Healey	Rodino
Brown, Calif.	Hébert	Roosevelt
Broyhill, Va.	Herlong	Roybal
Bruce	Huddleston	St. Germain
Buckley	Hull	St. Onge
Burke	Hutchinson	Schadeberg
Burkhalter	Ichord	Schwengel
Burton, Calif.	Jarman	Scott
Burton, Utah	Johnson, Wis.	Selden
Byrnes, Wis.	Jones, Ala.	Sheppard
Cahill	Kee	Short
Cameron	Kilburn	Sibal
Casey	King, N.Y.	Smith, Calif.
Clawson, Del.	Kyl	Stinson
Colmer	Landrum	Toll
Cooley	Lankford	Tupper
Corman	Lesinski	Utt
Daddario	Lindsay	Vanik
Derounian	Long, La.	Van Pelt
Diggs	MacGregor	Vinson
Dorn	Martin, Mass.	Wallhauser
Dulski	Matsunaga	Weltner
Dwyer	May	Westland
Elliott	Meador	Wharton
Everett	Michel	Whitten
Evins	Miller, Calif.	Wickersham
Farbstein	Miller, N.Y.	Widnall
Fisher	Minish	Williams
Flynt	Monagan	Wilson
Fogarty	Montoya	Charles H.
Foreman	Morse	Wilson, Ind.
Forrester	Mosher	Winstead
Fraser	Multer	Wright

So the bill was passed.

The Clerk announced the following pairs:

Mr. Hébert with Mr. Avery.
 Mr. St. Germain with Mr. Bruce.
 Mr. Garmatz with Mrs. May.
 Mr. Healey with Mr. Barry.
 Mr. Roybal with Mr. Del Clawson.
 Mr. Evins with Mr. Foreman.
 Mr. Brown of California with Mr. Smith of California.
 Mr. Monagan with Mr. Sibal.
 Mr. Hanna with Mr. Pirnie.
 Mr. Bonner with Mr. Bray.
 Mr. Aspinall with Mr. Morse.
 Mr. Charles H. Wilson with Mr. Utt.
 Mr. Rhodes of Pennsylvania with Mr. Riehlman.
 Mr. Daddario with Mr. Byrnes of Wisconsin.
 Mr. Lesinski with Mrs. Dwyer.
 Mr. Glaimo with Mr. Wilson of Indiana.

Mr. Wright with Mr. Bennett of Michigan.
 Mr. Cooley with Mr. Reifel.
 Mr. St. Onge with Mr. Michel.
 Mr. Blatnik with Mr. Lindsay.
 Mr. Grabowski with Mr. Hutchinson.
 Mr. Roberts of Alabama with Mr. Battin.
 Mr. Burke with Mr. Derounian.
 Mr. Hull with Mr. Tupper.
 Mr. Matsunaga with Mr. Cahill.
 Mr. Ichord with Mr. Fulton of Pennsylvania.
 Mr. Colmer with Mr. Stinson.
 Mr. Fogarty with Mr. Widnall.
 Mr. Toll with Mr. Goodling.
 Mr. Williams with Mr. Van Pelt.
 Mr. Gallagher with Mr. MacGregor.
 Mr. Whitten with Mr. Westland.
 Mr. Farbstein with Mr. Wallhauser.
 Mr. Dorn with Mr. Bromwell.
 Mr. Multer with Mr. King of New York.
 Mr. Corman with Mr. Gubser.
 Mr. Harding with Mr. Broyhill of Virginia.
 Mr. Ashmore with Mr. Burton of Utah.
 Mr. Cameron with Mr. Wharton.
 Mr. Casey with Mr. Short.
 Mr. Boland with Mr. Martin of Massachusetts.

Mr. Gary with Mr. Kilburn.
 Mr. Andrews of Alabama with Mr. Miller of New York.
 Mr. Johnson of Wisconsin with Mr. Schadeberg.
 Mr. Herlong with Mr. Mosher.
 Mr. Jarman with Mr. Kyl.
 Mr. Flynt with Mr. Meador.
 Mr. Powell with Mr. Schwengel.
 Mr. Rains with Mrs. Kee.
 Mr. Roberts of Texas with Mr. Sheppard.
 Mr. Roosevelt with Mr. Huddleston.
 Mr. Minish with Mr. Vinson.
 Mr. Rodino with Mr. Wickersham.
 Mr. Dulski with Mr. Diggs.
 Mr. Everett with Mr. Elliott.
 Mr. Hagen of California with Mr. Vanik.
 Mr. Long of Louisiana with Mr. Bass.
 Mr. Fraser with Mr. Grant.
 Mr. Pilcher with Mr. Montoya.
 Mr. Weltner with Mr. Lankford.
 Mr. Landrum with Mr. Oisen of Montana.
 Mr. Perkins with Mrs. Griffiths.
 Mr. Burton of California with Mr. Selden.
 Mr. Scott with Mr. Jones of Alabama.
 Mr. Forrester with Mr. Fisher.

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

VEHICULAR TUNNEL UNDER U.S. CAPITOL GROUNDS

Mr. FALLON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10392) authorizing the Commissioners of the District of Columbia to locate a portion of a vehicular tunnel under parts of the U.S. Capitol Grounds and the U.S. Botanic Garden grounds, and for other purposes.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 10392, with Mr. ULLMAN in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule the gentleman from Maryland [Mr. FALLON] will be recognized for 1 hour and the gentleman from Michigan [Mr. HARVEY] will be recognized for 1 hour.

The Chair recognizes the gentleman from Maryland [Mr. FALLON].

Mr. FALLON. Mr. Chairman, I yield myself such time as I may consume.

(Mr. FALLON asked and was given permission to revise and extend his remarks.)

Mr. FALLON. Mr. Chairman, first, I would like to compliment and comment on the splendid support of the gentleman who have helped us so diligently in getting this necessary highway legislation to the floor of the House for consideration, the ranking member of the subcommittee, the gentleman from Florida [Mr. CRAMER]; the gentleman from California [Mr. BALDWIN] and the other members of our committee. Certainly they have been most cooperative and have made contributions which have made it possible to continue the successful operation of all highway programs.

Mr. Chairman the bill before the House, H.R. 10392, would authorize the District of Columbia to locate a portion of a vehicular tunnel under parts of the U.S. Capitol Grounds and U.S. Botanic Garden Grounds. It would also permit tunneling under the eastern edge of the grounds of the National Gallery of Art.

The tunnel would be a part of the center leg of the inner loop freeway which, in turn, is a part of the District of Columbia freeway system and the National System of Interstate and Defense Highways.

The inner loop is the core of the planned freeway system for the Metropolitan Washington area. Instead of having the radial routes which will feed into Washington converge at some gigantic interchange, it is planned to have them feed into this beltway around the downtown district. In this way, vehicles with a downtown destination will be able to move by freeway to the exit closest to their destination and proceed thereto with a minimum of travel on city streets. Equally important, those vehicles which do not have a destination downtown but which are moving from one part of the metropolitan area to a destination in another part will be able to bypass the downtown area. Thus, downtown streets will be reserved for traffic with downtown destinations or origins.

Downtown traffic congestion will be greatly reduced, and the downtown area will be better able to serve its purposes.

The downtown area of Washington is very large. This is due in part to the fact that we have imposed a limitation on the height of buildings; therefore, the central business district has grown horizontally instead of vertically. A considerable area of this downtown district is used by public buildings with landscaped grounds, such as the Capitol. This type of development adds to the space requirement.

Because the central business district of Washington is large, the innerloop freeway surrounding it must also be larger than would be necessary in a typical city. By adding a center leg to the loop, the highway planners have provided a convenient connection between the north and south legs of the loop which is necessary to provide for the

efficient utilization of the loop as well as the movement of north-south traffic in this central zone.

The completion of the innerloop, including the center leg, will make it much easier for the motorist to shop downtown by car. The center leg is especially important in preserving and revitalizing the central shopping district of Washington.

The proposed location of the center leg, at the foot of Capitol Hill, has caused understandable concern on the part of people with an interest in preserving the beauty of the Mall and the integrity of the Capitol Grounds. By building this section of the proposed freeway as a tunnel, we will not only keep the new road out of sight but also we will reduce the amount of surface traffic in this area well below the present level.

Motorists who do not want to visit Capitol Hill will not be forced to go through the Capitol Grounds.

Another north-south tunnel underneath the Mall is already in existence at 12th Street. It should convince any doubters that such a tunnel can be constructed without detracting from the scenic beauty of the Mall and without creating a nuisance in any manner whatever.

The bill does not pertain to the financing of the center leg. The 90-percent Federal share of the project is included in the funds already authorized for the National System of Interstate and Defense Highways. The remaining 10 percent will come from the highway funds of the District of Columbia, authorized by separate legislation.

The bill pertains only to the location of the proposed highway, and legislation is required because the tunnel would traverse property under the jurisdiction of the Architect of the Capitol.

H.R. 10392 was approved unanimously by the House Committee on Public Works. The National Capital Planning Commission, the National Capital Transportation Agency, the House Office Building Commission, the Architect of the Capitol, the National Park Service, and the Board of Trustees of the National Gallery of Art, all have concurred in their approval of the project.

Mr. HARVEY of Michigan. Mr. Chairman, I yield myself such time as I may consume.

Mr. Chairman, the gentleman from Maryland has very well described the purposes of this particular bill which authorizes the location of a tunnel under parts of the U.S. Capitol grounds. This, of course, is a portion of the center leg of the inner loop freeway and, as such, it seems to me it is important we recognize that this is absolutely essential if the present portions of our freeway systems are to mean anything whatsoever.

Our committee held quite extensive hearings on this particular matter. We heard from the architect, Mr. Stewart; also from General Duke. We have made every effort to eliminate all the questions that were involved with regard to what obviously will be questions of relocation during the time of construction, the question as to whether or not the buildings on the Capitol Grounds would be affected. Of course, they will not be.

The gentleman from Maryland has made the point that there is no new money involved in this which, it seems to me, is very important. In view of all these circumstances, Mr. Chairman, I certainly want to support this bill wholeheartedly, and hope it will be passed.

Mr. SPRINGER. Mr. Chairman, will the gentleman yield?

Mr. HARVEY of Michigan. I yield to the gentleman from Illinois.

Mr. SPRINGER. I would like to ask the question: I have noted the tunnel on the map which is on the minority table here. Is my understanding correct that this tunnel will be bored underground and will not be taken from the surface?

Mr. HARVEY of Michigan. I do not believe that is correct. My recollection of the testimony of General Duke is that it would not be bored underground but it would have to go down from the surface through a trench section.

Mr. SPRINGER. There would have to be a trench section in front of the Capitol. The question is how long is it estimated this will have to be torn up?

Mr. HARVEY of Michigan. The best estimate of General Duke was between 2 and 2½ years.

Mr. SPRINGER. To complete that section?

Mr. HARVEY of Michigan. Yes. I would emphasize that this tunnel would be covered.

Mr. SPRINGER. The gentleman means it will be covered at the intersection, or will the whole of it be covered?

Mr. HARVEY of Michigan. The whole tunnel after it is finished will be covered.

Mr. SPRINGER. But you are going to have an open trench to begin with?

Mr. HARVEY of Michigan. That is correct.

Mr. SPRINGER. At the point where the so-called tunnel ends at Constitution Avenue, will those three highways coming out of the tunnel be open and below the surface?

Mr. HARVEY of Michigan. The approach, which is not shown on the map, is between Constitution and C Street, so by the time it reaches C Street it will be at grade.

Mr. SPRINGER. The only part of the closed or open trench is to C Street, is that correct?

Mr. HARVEY of Michigan. That is correct.

Mr. Chairman, I have no further requests for time. I urge the adoption of the bill.

Mr. FALLON. Mr. Chairman, I have no requests for time.

The CHAIRMAN. The Clerk will read the bill for amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Commissioners of the District of Columbia are authorized and directed, in constructing, maintaining, and operating a vehicular tunnel in the city of Washington, District of Columbia, extending from the vicinity of Second and C Streets Southwest, to the vicinity of Third and Constitution Avenue Northwest, as a part of the Innerloop Freeway System, to locate a portion of such tunnel under square W-576, which is a part of the United States Botanic Garden grounds,

88TH CONGRESS
2D SESSION

H. R. 10503

IN THE SENATE OF THE UNITED STATES

JUNE 4 (legislative day, MARCH 30), 1964

Read twice and referred to the Committee on Public Works

AN ACT

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. This Act may be cited as the "Federal-Aid
4 Highway Act of 1964".

5 SEC. 2. For the purpose of carrying out the provisions of
6 title 23 of the United States Code the following sums are
7 hereby authorized to be appropriated:

8 (1) For the Federal-aid primary system and the Fed-
9 eral-aid secondary system and for their extension within
10 urban areas, out of the Highway Trust Fund, \$1,000,000,-

1 000 for the fiscal year ending June 30, 1966, and \$1,000,-
2 000,000 for the fiscal year ending June 30, 1967. The sums
3 authorized in this paragraph for each fiscal year shall be
4 available for expenditure as follows:

5 (A) 45 per centum for projects on the Federal-aid
6 primary highway system;

7 (B) 30 per centum for projects on the Federal-aid
8 secondary highway system; and

9 (C) 25 per centum for projects on extensions of the
10 Federal-aid primary and Federal-aid secondary high-
11 way systems in urban areas.

12 (2) For forest highways, \$33,000,000 for the fiscal year
13 ending June 30, 1966, and \$33,000,000 for the fiscal year
14 ending June 30, 1967.

15 (3) For forest development roads and trails, \$85,000,-
16 000 for the fiscal year ending June 30, 1966, and \$85,000,-
17 000 for the fiscal year ending June 30, 1967.

18 (4) For public lands development roads and trails,
19 \$2,000,000 for the fiscal year ending June 30, 1966, and
20 \$2,000,000 for the fiscal year ending June 30, 1967.

21 (5) For park roads and trails, \$23,000,000 for the fiscal
22 year ending June 30, 1966, and \$23,000,000 for the fiscal
23 year ending June 30, 1967.

24 (6) For parkways, \$11,000,000 for the fiscal year end-

1 ing June 30, 1966, and \$11,000,000 for the fiscal year end-
2 ing June 30, 1967.

3 (7) For Indian reservation roads and bridges, \$18,000,-
4 000 for the fiscal year ending June 30, 1966, and
5 \$18,000,000 for the fiscal year ending June 30, 1967.

6 (8) For public lands highways, \$3,000,000 for the
7 fiscal year ending June 30, 1966, and \$3,000,000 for the
8 fiscal year ending June 30, 1967.

9 SEC. 3. The second paragraph of subsection (b) of sec-
10 tion 101 of title 23, United States Code, is amended by
11 striking out "thirteen years" and inserting in lieu thereof
12 "fifteen years" and by striking out "June 30, 1969", and
13 inserting in lieu thereof "June 30, 1971".

14 SEC. 4. (a) Section 104(b)(5) of title 23 of the
15 United States Code is amended by striking out "January 2,
16 1962." and inserting in lieu thereof "January 2, 1961..".

17 (b) Section 209 of title 23 of the United States Code is
18 amended by adding at the end thereof the following new
19 subsection:

20 "(d) Funds available for public lands highways shall be
21 available for adjacent vehicular parking areas and for sani-
22 tary, water, and fire control facilities."

23 (c) The first sentence of subsection (b) of section 320 of
24 title 23 of the United States Code is amended by striking out

1 “the State” and all that follows down to and including “the
2 Secretary” and inserting in lieu thereof: “the State in which
3 such bridge is to be located, or the appropriate subdivision
4 of such State, shall enter into an agreement with such agency
5 and with the Secretary”.

6 SEC. 5. For the purposes of section 2 of this Act each
7 of the following terms shall have the same meaning as is
8 given it in section 101 of title 23 of the United States Code:

- 9 (1) Forest development roads and trails;
- 10 (2) Forest highways;
- 11 (3) Indian reservation roads and bridges;
- 12 (4) Park roads and trails;
- 13 (5) Parkway;
- 14 (6) Public lands highways;
- 15 (7) Federal-aid primary system;
- 16 (8) Federal-aid secondary system;
- 17 (9) Urban area;
- 18 (10) Public lands development roads and trails.

Passed the House of Representatives June 3, 1964.

Attest:

RALPH R. ROBERTS,

Clerk.

AN ACT

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

JUNE 4 (legislative day, MARCH 30), 1964

Read twice and referred to the Committee on Public Works

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued June 12, 1964
For actions of June 11, 1964
88th-2nd; No. 117

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HIGHLIGHTS: House passed pay bill. House committee reported measure for temporary extension of housing loan program for rural elderly. House subcommittee voted to report bill to aid Alaska reconstruction. House committee reported public works appropriation bill. Rep. Conte demanded names of mills receiving subsidies under cotton program. Rep. Talcott criticized area redevelopment program. Rep. Lipscomb criticized increased trade with Communist nations. Senate subcommittee approved road authorization bill.

SENATE

1. MUSHROOM INDUSTRY. Received a Pa. Senate resolution urging action to protect the declining domestic mushroom industry. p. 12954
2. EXPENDITURES; PERSONNEL. Received from the Joint Committee on Reduction of Non-essential Federal Expenditures a report on Federal employment and pay for April 1964. pp. 12954-7
3. ROADS. A subcommittee of the Public Works Committee approved for full committee consideration with amendment H. R. 10503, the road authorization bill, which includes authorizations for forest highways and forest development roads and trails for the fiscal years 1966 and 1967; and S. 1593, to authorize funds for the planning of the Great River Road along the Mississippi Valley. p. D460
4. CIVIL RIGHTS. Continued debate on H. R. 7152, the civil rights bill. pp. 12960-64, 12968-71, 12973-97, 12999-13033.

- 2 -
HOUSE

5. PERSONNEL; PAY. By a vote of 243 to 157, passed with amendments H. R. 11049, the Federal pay increase bill (pp. 13035, 13036-74). See Digest 102 for a summary of items of interest to this Department.

Agreed to an amendment by Rep. Udall to provide for automatic adjustment of the salaries of Members of Congress, Cabinet officers, and certain other top Government officials when other Federal salaries are adjusted in the future.
pp. 13070-2

Rejected the following amendments:

By Rep. Latta, to strike out the title providing for pay increases for the legislative branch. p. 13064

By Rep. Sikes, to provide that the salary increases, except for Members of Congress and certain other top officials, shall become effective Jan. 1, 1965, rather than the first pay period which begins on or after date of enactment of the bill. pp. 13072-3

By Rep. Findley, 60 to 162, to provide that the salary increases shall not become effective until Federal receipts exceed Federal expenditures. pp. 13073-4

6. HOUSING; LOANS. The Banking and Currency Committee reported without amendment H. J. Res. 1041, to extend for 90 days, until Sept. 30, 1964, the Farmers Home Administration program of insured rental housing loans for the elderly in rural areas (H. Rept. 1472). p. 13096

7. APPROPRIATIONS. The Appropriations Committee reported H. R. 11579, the public works appropriation bill for fiscal year 1965 (H. Rept. 1479) (p. 13097). The "Daily Digest" states that the Rules Committee granted a rule waiving points of order on title III of this bill (p. D462).

8. ALASKA; DISASTER RELIEF. The Subcommittee on Territorial and Insular Affairs of the Interior and Insular Affairs Committee voted to report to the full committee H. R. 11438, to amend the Alaska Omnibus Act so as to provide assistance to Alaska for the reconstruction of areas damaged by the recent earthquake and subsequent seismic waves. p. D461

9. CIVIL DEFENSE. The "Daily Digest" states that the Rules Committee granted an open rule on H. R. 10314, to amend the Federal Civil Defense Act so as to extend for four years, until June 30, 1968, the program of financial assistance to States for civil defense activities. p. D462

10. AGED; COMMUNITY SERVICES. The Education and Labor Committee reported with amendment H. R. 10088, to provide assistance in the development of new or improved programs to help older persons through grants to States for community planning and services (H. Rept. 1477). p. 13097

11. INFORMATION; ARTS. The Education and Labor Committee reported with amendment H. R. 9586, to provide for the establishment of a National Council on the Arts to assist in the growth and development of the arts (H. Rept. 1476). p. 13097

12. COTTON. Rep. Conte stated that "20 cotton mills have received subsidies of \$20,068,060 under the so-called cotton stabilization program," that he was "overwhelmed by the fact that Secretary Freeman refused to announce the names of the firms receiving these handouts," and demanded that the Secretary disclose this information. pp. 13084-5

Daily Digest

HIGHLIGHTS

Senate acted on numerous amendments to civil rights bill.

House passed Federal employees' pay raise bill.

Senate

Chamber Action

Routine Proceedings, pages 12953-12960

Bills Introduced: Three bills were introduced, as follows: S. 2902-2904. Pages 12957-12958

Bill Referred: H.R. 11380, the foreign aid authorization bill, was referred to Committee on Foreign Relations. Page 12953

Civil Rights: Senate continued its consideration of H.R. 7152, proposed Civil Rights Act of 1963, acting on the following amendments to the Mansfield-Dirksen substitute for the bill:

Adopted: By 80 yeas to 16 nays, modified Ervin amendment providing that conviction or acquittal for a criminal contempt arising under the legislation will bar indictment under Federal law for same set of circumstances; Miller amendment providing that in certain cases where Attorney General is authorized to intervene in a Federal action it shall be when the case is of general public importance; Long (Louisiana) amendment providing that cutoff provisions as to Federal aid in housing programs will not add to nor detract from existing power respecting insurance and guarantee programs; Miller amendment of a technical perfecting nature to provisions respecting Commission on Equal Employment Opportunity; Miller amendment of a technical perfecting nature to title II on public accommodations; modified Miller amendment to include employees of the Commission on Equal Employment Opportunity under provisions of the Hatch Act (regulated political activity); and

Rejected: By 35 yeas to 51 nays, Cooper amendment to extend from 5 rooms to 10 rooms the exemption to operator of a transient lodging establishment; by 25 yeas to 56 nays (motion to reconsider tabled), Ervin amendment to eliminate language allowing Attorney General to enter into agreements with State or local authorities for conduct of voting tests; by 34 yeas to 46 nays (motion to reconsider tabled), Ervin amendment

to strike language allowing Attorney General to intervene on certification of its general public importance in any Federal court action seeking relief from denial of equal protection of the laws under the 14th amendment to the Constitution; by 31 yeas to 51 nays (motion to reconsider tabled), Ervin amendment to eliminate language under title IX that would bar review on appeal or otherwise of an order remanding a case to the State court from which it had been removed; by 24 yeas to 66 nays (motion to reconsider tabled), Long (Louisiana) amendment barring Federal action to require any person in sale, lease, or other disposition of residential housing to negotiate or enter into any contract with a person not of his own choosing; by 20 yeas to 72 nays, Ervin amendment outlining rights under existing law protecting ownership, enjoyment, and disposition of private property and providing for repeal of any laws inconsistent with such rights; by 21 yeas to 68 nays (motion to reconsider tabled), Ervin amendment providing that nothing in title II (public accommodations) shall be construed to require any operator of such a place to render any personal service to another against his will; by 28 yeas to 63 nays (motion to reconsider tabled), Smathers amendment to provide that there shall be no discrimination because of age; by 38 yeas to 49 nays (motion to reconsider tabled), Tower amendment providing that it shall not be an unlawful employment practice for an employer to give a professionally developed ability test for employment or promotion; and by 22 yeas to 60 nays (motion to reconsider tabled), McClellan amendment respecting composition of Commission on Equal Employment Opportunity.

In addition to the actions above, Senate voted 33 yeas to 48 nays against upholding decision of the Chair on a Humphrey appeal from a decision that overruled point of order against germaneness of a McClellan amendment to add a new title on amendments to Labor-Management Reporting and Disclosure Act of 1959.

Pages 12960-12964, 12968-12971, 12973-12997, 12999-13033

Confirmations: The following nominations were confirmed: Elizabeth S. May, of Massachusetts, to be a member of the Board of Directors of the Export-Import Bank of Washington; and five in the Coast and Geodetic Survey.

Page 13034

Nomination: One Army nomination was received.

Page 13034

Senate Meeting Time: By unanimous consent, it was ordered that when Senate recesses on Friday, June 12, it will be until 10 a.m. Saturday, June 13.

Page 13033

Record Votes: Twelve record votes were taken today.

Pages 12970, 12974, 12983, 12989,

12993, 12995, 12997, 12997, 13016, 13018, 13031, 13032

Quorum Calls: Five quorum calls were taken today.

Pages 12961, 12983, 12996, 13016, 13031

Program for Friday: Senate met at 10 a.m. and recessed at 5:51 p.m. until 11 a.m. Friday, June 12, when it will continue consideration of H.R. 7152, civil rights, under procedure provided in rules respecting cloture. The pending amendment is Mansfield-Dirksen substitute for the bill.

Pages 12953, 13034

Committee Meetings

(Committees not listed did not meet)

FEDERAL EMPLOYEES' PAY

Committee on Post Office and Civil Service: Committee continued, in executive session, to consider proposed Federal employees' pay adjustment legislation, but made no announcements, and will meet again tomorrow.

HIGHWAYS

Committee on Public Works: Subcommittee on Public Roads, in executive session, approved for full committee consideration H.R. 10503, proposed Federal-Aid Highway Act of 1964 (amended); S. 1282, permitting a State to increase the mileage of its Federal-aid primary road system when provision is made for the completion of 75 percent of the system (instead of 90 percent); S. 1593, authorizing funds for the planning of the Great River Road along the Mississippi Valley; and H.R. 10392, authorizing location of a portion of a vehicular tunnel under parts of the U.S. Capitol Grounds (approved with the reservation that the full committee take no action until further hearing is held before the subcommittee on June 19).

House of Representatives

Chamber Action

Bills Introduced: 18 public bills, H.R. 11568-11585; 6 private bills, H.R. 11586-11591; 31 resolutions, H. Res. 748-778, were introduced.

Pages 13097-13098

Bills Reported: Reports were filed as follows:

H.J. Res. 1041, temporary extension of insured housing loan program for elderly in rural areas (H. Rept. 1472);

H.R. 11499, to extend for 2 years the authority of Federal Reserve banks to purchase U.S. obligations directly from the Treasury (H. Rept. 1473);

S.J. Res. 103, increasing the amount authorized for the work of the President's Committee on Employment of the Physically Handicapped (H. Rept. 1474);

H.R. 5690, authorizing employees' contributions for joint industry promotion of products and for joint committees and boards which interpret collective bargaining agreements, amended (H. Rept. 1475);

H.R. 9586, to provide for the establishment of a National Council on the Arts to assist in the growth and development of the arts in the United States, amended (H. Rept. 1476);

H.R. 10088, proposed Older Americans Act of 1964, amended (H. Rept. 1477);

Ninth NATO Parliamentarians' Conference (H. Rept. 1478); and

H.R. 11579, the public works appropriations bill for fiscal year 1965 (H. Rept. 1479).

Pages 13096-13097

Federal Employees' Pay: By a record vote of 243 yeas to 157 nays the House passed H.R. 11049, to adjust the rates of basic compensation of certain officers and employees in the Federal Government. A motion to recommit the bill had been rejected earlier by a voice vote.

Adopted an amendment to provide for automatic adjustment of salaries of Members of Congress, Cabinet members, and top Government officials when other Federal salaries are adjusted.

Rejected amendments that sought to—

Delete title II, Federal legislative salaries;

Delete provisions of Members' salary increase;

Deduct from salaries of Members of Congress amounts equal to certain fees received by Members for rendering personal services;

Provide incentive pay plan for Members of Congress based on attendance;

Require disclosure of income and assets of Members of Congress;

Eliminate all D.C. officials from coverage of bill;

Fix the effective date of salary increases at January 1, 1965; and

Delay any salary increases until the U.S. budget is balanced.

Digest of CONGRESSIONAL PROCEEDINGS

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, D. C. 20250

Official business.

Postage and fees paid

U. S. Department of Agriculture

Issued July 2, 1964

For actions of July 1, 1964

88th-2nd; No. 132

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		Wool imports.....37,40

HIGHLIGHTS: Senate debated pay bill. Senate committee reported road authorization bill. Senate committee approved meat-imports amendment. Senators were appointed to Food Marketing Commission. House passed foreign aid appropriation bill. House passed bill to extend time for filing tobacco allotment leases.

SENATE

1. PERSONNEL; PAY. Began debate on H. R. 11049, the Federal pay bill, rejecting amendments to exclude the legislative branch, etc. pp. 15175-86, 15210-31, 15242
2. ROADS. The Public Works Committee reported with amendments H. R. 10503, the road authorizations bill for 1966 and 1967 (S. Rept. 1162). p. 15136
3. MEAT IMPORTS. Sen. Byrd, Va., announced that the Finance Committee had approved a meat-imports amendment (p. 15217). The "Daily Digest" states that the committee voted to report (but did not actually report) H. R. 1839, providing for free importation of wild birds and animals for exhibition, "with Mansfield amendment No. 465 (restricting importation of beef, veal, lamb, and mutton into the U. S.) as modified by Curtis amendment No. 1085 (restricting the importation of such meats on a pound basis)." p. D537

4. FOOD MARKETING. Sens. Magnuson, McGee, Hart, Morton, and Hruska were appointed as Senate members of the National Commission on Food Marketing. p. 15242
5. COMMODITY CREDIT CORPORATION. Both Houses received from the Comptroller General an audit report on CCC for the fiscal year 1963. pp. 15130, 15135
6. MUSHROOM INDUSTRY. Received a Pa. legislature resolution asking protection for the mushroom industry. p. 15136
7. RADIATION. The Judiciary Committee reported without amendment H. R. 10437, to incorporate the National Committee on Radiation Protection and Measurements (S. Rept. 1155). p. 15136
8. RECREATION. The Judiciary Committee reported with amendments H. J. Res. 658, requesting the President to proclaim 1964 as "See America Year" (S. Rept. 1149). p. 15136
9. ELECTRIFICATION. Sen. Javits inserted the report of the Milton Eisenhower committee on electric resources and the future. pp. 15138-42
10. POVERTY. Sen. Lausche criticized the President's poverty program (p. 15173). Sen. Javits inserted ideas on the poverty program resulting from a New York University conference (pp. 15231-4).
11. AREA REDEVELOPMENT. Sen. Hartke inserted an editorial defending the area-redevelopment project for North Vernon, Ind., against criticism by Reader's Digest. p. 15238
12. WATERSHEDS. The Public Works Committee approved watershed projects for Hiawassee River, Ga.; Muddy Creek, Kans.; Presque Isle Strait, Me.; and West Fork of Duck Creek, O. p. D537

HOUSE

13. ALASKA RELIEF. Rep. Albert asked permission for S. 2881, the Alaska relief bill to be taken up today under a motion to suspend the rules and pass the bill, but withdrew the request after Rep. Halleck indicated that he had not had sufficient opportunity to check into the matter. pp. 15067-8
Rep. Pelly criticized the Senate's action in rejecting certain "liberalizing amendments" to S. 2881, stating that "Alaska has received rather shabby treatment in relation to her reconstruction needs..." p. 15027
14. FOREIGN AID. By a record vote of 231 to 174 passed, without amendment, H. R. 11812, the foreign aid appropriation bill. pp. 15027-65
The bill includes \$204,600,000 for economic assistance development grants, \$134,272,400 for contributions to international organizations and programs, \$85,000,000 for Alliance for Progress development grants, \$425,000,000 for Alliance for Progress development loans, and \$87,100,000 (plus \$17,000,000 of funds previously appropriated) for the Peace Corps.
15. APPROPRIATIONS. Rep. Mahon inserted tabulations of appropriation bills processed by the House to date. p. 15065
16. TOBACCO. Passed without amendment H. J. Res. 1026, to extend time by which a lease transferring a tobacco acreage allotment may be filed. p. 15067
Rep. Kornegay inserted an editorial criticizing FTC's rule requiring the labeling of cigarettes as a health hazard. pp. 15069-10

FEDERAL-AID HIGHWAY ACT OF 1964

-----Ordered to be printed

Mr. RANDOLPH, from the Committee on Public Works, submitted the following

REPORT

[To accompany H.R. 10503]

The Committee on Public Works, to whom was referred the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 3, lines 6 and 7, strike out "\$3,000,000" and insert "\$9,000,000" in lieu thereof.

Page 4, following line 5, insert the following new paragraph for section 4:

(d) The first sentence of subsection (a) of section 205 of title 23, United States Code, is amended to read as follows: "Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the costs of construction and maintenance thereof, including roads and trails on experimental and other areas under Forest Service administration."

EXPLANATION OF AMENDMENTS

The first amendment, increasing the authorization for public lands highways from \$3 to \$9 million would restore the funds for this category to the level authorized by the Congress for the fiscal year of 1965. The highway departments of 30 States have requested approval to finance eligible projects, estimated to cost \$66,690,000, from the \$9 million of public lands funds authorized for the fiscal year 1965 by the Federal-Aid Highway Act of 1962.

The committee is convinced that \$9 million is the minimal level needed to maintain construction on those projects already authorized

and to provide funds for the badly needed development of roads for the Glen Canyon Recreation Area of southeastern Utah.

The second amendment would authorize the use of forest development road funds on the national grasslands which are administered by the Forest Service. There are approximately 3.8 million acres in 19 national grasslands. This amendment was supported by representatives of the Department of Agriculture who maintained that such an amendment is needed in order to develop the national grassland areas for recreational purposes.

CLEAN BILL AND HEARINGS

The committee held hearings on May 18, 20, 21, and 22, 1964, on S. 2520, the administration measure which requested authorization of \$975 million. Testimony was received from representatives of the Department of Commerce, the Department of Agriculture, the Department of the Interior, and from other interested organizations and individuals. On June 3, 1964, the House of Representatives passed H.R. 10503 authorizing \$1 billion, which then superseded S. 2520.

THE A-B-C HIGHWAY PROGRAM

Section 2 of H.R. 10503 provides for the usual biennial authorizations for fiscal years 1966 and 1967 for the A-B-C Federal-aid highway program, as well as authorizations for these fiscal years for the several categories of Federal domain roads. It is essential that funds be authorized for these fiscal years for the Federal-aid primary and secondary highway systems and their urban extensions in sufficient time for the States to plan their individual road construction programs, including the financing procedures necessary to provide the required State matching funds. Authorization of these funds from the highway trust fund is necessary in the very near future in order that timely apportionment be made for fiscal year 1966. The first apportionments under this authorization may be made by the Department of Commerce after July 1, 1964.

The Federal-Aid Highway Act of 1962 authorized the amount of \$950 million for the A-B-C program for the fiscal year 1964 and the amount of \$975 million for the fiscal year 1965. On careful consideration of the legislative history of the Federal-Aid Highway Act of 1956, as well as subsequent highway legislation, the committee is convinced that it was the intent of Congress that there should be a progressive increase of \$25 million each year in funds authorized for the A-B-C program until an annual authorization of \$1 billion is reached. While the committee is not unmindful of the recommendations of the President that the authorizations for the A-B-C program be held to \$975 million for each of the fiscal years 1966 and 1967, the committee believes that the testimony and the legislative history reveal the intent of the Congress on this matter when the Federal-Aid Highway Act of 1956 was enacted. Hence, the committee recommends that the funds for the A-B-C program for fiscal years 1966 and 1967 be authorized in the amount of \$1 billion for each year.

The Federal-aid highways which would be aided by this bill extend into every county of the United States. The present extent of the Federal-aid primary system is 224,630 miles, exclusive of Interstate

System mileage, of which 203,298 miles are in rural areas and 21,332 miles are in urban areas. The Federal-aid secondary system consists of 621,189 miles, including 587,659 rural miles and 16,777 miles of urban extensions. At the present time, therefore, the total mileage of highways covered under the A-B-C program is over 845,000 miles in systems which carry almost half of the total of all highway traffic in the Nation.

For the A-B-C program, including the special \$400 million program authorized by section 2(a) of the Federal-Aid Highway Act of 1958, projects have been completed since July 1, 1956, at a total cost of \$12.7 billion. The completed projects include over 169,000 miles of construction contracts, at a total cost of \$11.9 billion, and engineering and right-of-way acquisition totaling \$821 million.

A-B-C projects were underway or authorized on March 31, 1964, totaling \$3.9 billion. They included over 21,000 miles of construction contracts at a total cost of \$3.2 billion, and engineering and right-of-way acquisition totaling \$763 million.

The status of active and completed projects under the A-B-C program is shown by States in the following table:

	67.5	33.6	1,153.4	11.0	5.6	78.5	39.2	312.1	162.5	10,545.2	7.8	4.0	319.9	166.5
Minnesota-----	42.5	21.1	698.8	9.1	4.5	51.6	25.6	193.6	94.9	5,430.0	19.7	0.8	213.3	104.7
Mississippi-----	71.8	36.3	343.9	43.5	21.9	115.3	58.2	313.6	161.2	8,834.4	57.4	28.5	371.0	189.8
Missouri-----	39.3	23.0	498.8	8.5	2.6	43.8	23.6	136.9	97.1	3,143.7	17.3	9.9	174.2	107.0
Montana-----	37.4	19.2	784.4	5.0	2.6	42.4	21.8	132.6	111.6	5,442.4	20.7	10.3	233.3	121.9
Nebraska-----	8.6	7.7	113.5	9.8	8.8	18.4	16.5	71.8	60.4	1,346.6	5.5	7.3	77.3	64.7
Nevada-----	14.8	7.2	58.5	8	4	15.4	7.7	60.6	30.2	299.2	3.0	1.5	66.3	31.7
New Hampshire-----	62.8	31.2	82.0	48.7	24.4	111.5	55.6	166.3	83.7	346.5	13.9	6.9	180.2	90.6
New Jersey-----	14.2	9.5	153.8	4.0	2.7	18.2	12.2	127.1	82.4	1,897.7	10.8	6.6	137.9	89.0
New Mexico-----	212.0	145.6	422.1	10.8	5.3	322.8	150.9	925.6	442.3	2,453.8	14.1	6.8	940.7	449.1
New York-----	77.1	38.3	375.9	21.7	10.9	98.8	49.2	248.8	125.9	4,008.6	50.8	25.2	239.6	151.1
North Carolina-----	34.7	17.4	305.9	2.0	1.0	36.7	18.4	143.0	73.1	9,175.8	7.8	3.9	150.8	77.0
North Dakota-----	160.7	89.5	304.5	10.7	5.4	171.4	94.9	433.9	228.9	1,993.5	79.1	39.3	513.0	268.2
Ohio-----	60.0	30.0	647.1	8.7	4.3	68.7	34.3	261.3	132.1	4,369.7	10.2	4.9	271.5	137.0
Oklahoma-----	46.7	18.9	147.9	8.1	4.9	54.8	23.8	149.2	90.7	1,715.7	10.8	6.5	160.0	97.2
Oregon-----	157.0	76.9	291.3	33.8	17.0	190.8	93.8	540.3	269.0	1,520.7	44.8	22.4	585.1	291.4
Pennsylvania-----	17.2	8.5	23.2	16.9	8.4	34.1	16.9	52.2	26.2	176.6	8.6	4.3	60.8	30.5
Rhode Island-----	38.5	27.8	100.6	2.5	1.3	61.0	29.1	147.0	75.5	4,529.6	17.1	8.5	164.1	84.0
South Carolina-----	36.1	20.0	828.2	1.0	6	37.1	20.6	142.8	80.5	6,205.3	1.7	1.0	144.5	81.5
South Dakota-----	47.0	23.9	459.7	31.6	15.8	78.6	39.7	251.8	127.3	5,173.2	14.2	5.8	266.0	133.1
Tennessee-----	160.3	84.0	481.9	3.3	1.7	163.6	85.7	779.5	402.1	13,167.7	4.6	2.5	784.1	404.6
Texas-----	16.1	12.3	108.9	6.0	4.6	22.1	16.9	84.4	59.9	1,172.2	7.6	5.6	92.0	65.5
Utah-----	6.8	3.4	35.3	2.3	1.1	9.1	4.5	56.5	28.4	394.6	6.5	2.9	63.0	31.3
Vermont-----	60.7	31.2	328.8	18.5	9.3	79.2	40.5	223.5	113.5	2,879.5	29.8	14.2	253.3	127.7
Virginia-----	43.0	18.6	222.5	20.3	10.6	63.3	29.2	202.0	102.9	2,789.4	3.3	2.0	205.3	104.9
Washington-----	45.6	22.6	123.4	24.5	12.2	70.1	34.8	89.6	44.8	945.9	14.7	7.3	104.3	52.1
West Virginia-----	27.0	13.7	270.4	26.8	12.7	53.8	26.4	304.4	152.3	4,849.1	25.1	12.5	329.5	163.8
Wisconsin-----	15.1	9.7	178.0	3.8	2.5	18.9	12.2	101.1	67.2	1,676.4	3.3	2.2	104.4	69.4
Wyoming-----	33.2	16.4	15.5	6.7	3.7	39.9	20.1	41.4	22.4	36.4	4.2	2.0	45.6	24.4
District of Columbia-----	30.4	14.4	56.6	7.3	3.6	37.7	13.0	70.6	33.0	204.1	13.1	5.9	83.7	38.9
Puerto Rico-----														
Total-----	3,154.5	1,650.9	21,248.4	763.1	360.7	3,917.6	2,011.6	11,852.3	6,178.0	169,497.4	821.4	415.3	12,673.7	6,593.3

FEDERAL INTERSTATE SYSTEM

H.R. 10503 does not provide authorizations for the Interstate System, inasmuch as the Federal-Aid Highway Act of 1961 provided a revised schedule of authorizations for that system through fiscal year 1971.

The status of improvement of the Interstate System as of March 31, 1964, is shown on the enclosed map and chart, figures 1 and 2, and summarized by States in the enclosed table 1.

As of April 1, 1964, some form of work has been completed or is underway on 34,474 miles or 84 percent of the 41,000-mile Interstate System.

Total interstate mileage improved and open to traffic on May 1, 1964, represents an increase of 2,366 miles during the past 16 months. This total includes 11,287 miles completed to full or acceptable standards, 3,066 miles improved to standards adequate for present traffic but needing additional improvement to meet full standards, and 2,349 miles of toll roads incorporated into the system as authorized by the 1956 legislation.

Work was underway on May 1 on 17,925 miles of the Interstate System, including 5,745 miles actually under construction contract and 12,180 miles on which engineering or right-of-way acquisition was underway.

Interstate projects totaling \$10.5 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$8.8 billion and engineering and right-of-way acquisition totaling \$1.7 billion.

Interstate projects underway or authorized on March 31, 1964, totaled \$8.6 billion. The work underway included construction contracts totaling \$5.1 billion and engineering and right-of-way acquisition totaling \$3.5 billion.

The committee was informed that the Interstate System had reached almost the halfway point in project authorizations for completion of the system. Through April 30, 1964, preliminary engineering work had been authorized covering 82 percent of the total program; about 67 percent of the right-of-way acquisition work had been authorized; and contracts had been awarded on 44 percent of the construction work. In total, the work authorized to date represents 49 percent of the total cost of the Interstate System as developed in the 1961 estimate.

As already stated, there would be authorized \$1 billion for the fiscal year 1966 and \$1 billion for the fiscal year 1967 for the Federal-aid primary and secondary systems and extensions thereof within urban areas in the usual 45-30-25 percentage ratio. Therefore, with the enactment of H.R. 10503, the following amounts will be authorized to be appropriated from the highway trust fund for fiscal year 1966 and fiscal year 1967.

Authorizations of Federal-aid highway funds for fiscal years 1966 and 1967

[In millions]

System	Fiscal year 1966	Fiscal year 1967
Primary.....	\$450	\$450
Secondary.....	300	300
Urban.....	250	250
Total.....	1,000	1,000

These funds would be apportioned among the States in the manner now provided by law, and would be available for expenditure in the same manner as funds for these highways are made available under present law; that is, for 2 years after the close of the fiscal year for which such funds are authorized.

Existing law providing authorizations for the Interstate System would make available the sum of \$2.8 billion for fiscal year 1966 and \$2.9 billion for fiscal year 1967. The approximate amounts which will be apportioned to each State for fiscal years 1966 and 1967 for the A-B-C program pursuant to H.R. 10503 and for the Interstate System under present authorizations are shown in the following tabulations.

Approximate apportionments of Federal-aid highway funds, fiscal year 1966

[Thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Interstate (\$2,800,000)	Total (\$3,800,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Subtotal (\$1,000,000)		
Alabama	8,536	6,522	3,361	18,419	57,615	76,034
Alaska	24,019	16,119	164	40,302		40,302
Arizona	6,509	4,220	1,869	12,598	39,108	51,706
Arkansas	6,404	5,098	1,362	12,864	29,152	42,016
California	22,693	10,486	27,062	60,241	266,312	326,553
Colorado	7,405	4,802	2,545	14,752	36,930	51,682
Connecticut	3,338	1,833	3,937	9,108	39,329	48,437
Delaware	2,216	1,478	574	4,268	10,370	14,638
Florida	8,217	5,089	7,030	20,336	57,780	78,116
Georgia	11,439	8,598	4,051	24,088	51,326	75,414
Hawaii	2,216	1,478	928	4,622	21,871	26,493
Idaho	4,948	3,551	528	9,027	13,073	22,100
Illinois	16,805	9,213	16,053	42,071	145,291	187,362
Indiana	10,043	7,267	5,610	22,920	68,978	91,898
Iowa	10,058	7,493	2,672	20,223	35,247	55,470
Kansas	9,937	6,942	2,453	19,332	21,595	40,927
Kentucky	7,250	6,155	2,496	15,901	56,815	72,716
Louisiana	6,671	4,799	3,913	15,383	80,451	95,834
Maine	3,307	2,511	848	6,666	13,156	19,822
Maryland	4,450	2,798	4,521	11,778	51,023	62,801
Massachusetts	5,682	2,520	8,627	16,829	59,683	76,512
Michigan	13,836	8,689	11,337	33,862	108,527	142,389
Minnesota	11,217	7,908	4,098	23,223	72,039	95,262
Mississippi	7,056	5,911	1,468	14,435	33,841	48,276
Missouri	11,865	8,122	5,555	25,542	71,239	96,781
Montana	8,144	5,651	572	14,367	26,063	40,430
Nebraska	8,031	5,724	1,442	15,197	16,272	31,469
Nevada	5,113	3,400	377	8,890	14,038	22,928
New Hampshire	2,216	1,478	661	4,355	12,494	16,849
New Jersey	6,341	2,201	10,742	19,284	72,618	91,902
New Mexico	6,824	4,605	1,209	12,638	27,801	40,439
New York	20,217	8,806	28,794	57,817	131,970	189,787
North Carolina	10,412	9,320	3,279	23,011	22,781	45,792
North Dakota	5,633	4,130	439	10,202	12,301	22,503
Ohio	15,653	9,768	14,128	39,549	190,081	229,630
Oklahoma	8,893	6,191	2,758	17,842	33,510	51,352
Oregon	6,797	4,753	2,089	13,639	48,375	62,014
Pennsylvania	16,278	10,434	15,911	42,623	124,579	167,202
Rhode Island	2,216	1,478	1,503	5,197	10,260	15,457
South Carolina	5,691	4,970	1,790	12,451	24,050	36,501
South Dakota	6,165	4,465	455	11,085	18,286	29,371
Tennessee	8,847	6,966	3,561	19,374	70,191	89,565
Texas	26,909	16,998	13,894	57,801	126,013	183,814
Utah	4,846	3,143	1,304	9,293	40,322	49,615
Vermont	2,216	1,478	268	3,962	19,223	23,185
Virginia	8,829	6,846	4,334	20,009	84,643	104,652
Washington	7,072	4,780	3,740	15,592	58,056	73,648
West Virginia	4,446	3,979	1,316	9,741	41,922	51,663
Wisconsin	9,863	6,962	4,837	21,662	24,629	46,291
Wyoming	5,040	3,429	295	8,764	26,725	35,489
District of Columbia	2,216	1,478	1,569	5,263	40,046	45,309
Puerto Rico	2,216	2,465	1,921	6,602		6,602

Approximate apportionments of Federal-aid highway funds, fiscal year 1967

[Thousands of dollars]

State	A-B-C, pursuant to H.R. 10503				Interstate ¹ (2,900,000)	Total (3,900,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Subtotal (1,000,000)		
Alabama.....	8,536	6,522	3,361	18,419	59,673	78,092
Alaska.....	24,019	16,119	164	40,302		40,302
Arizona.....	6,509	4,220	1,869	12,598	40,505	53,103
Arkansas.....	6,404	5,038	1,362	12,864	30,193	43,057
California.....	22,693	10,486	27,062	60,241	275,823	336,064
Colorado.....	7,405	4,802	2,545	14,752	33,249	53,001
Connecticut.....	3,338	1,833	3,937	9,108	40,734	49,842
Delaware.....	2,216	1,478	574	4,268	10,740	15,008
Florida.....	8,217	5,089	7,030	20,336	59,844	80,180
Georgia.....	11,439	8,598	4,051	24,088	53,159	77,247
Hawaii.....	2,216	1,478	928	4,622	22,652	27,274
Idaho.....	4,948	3,551	528	9,027	13,540	22,567
Illinois.....	16,805	9,213	16,053	42,071	150,480	192,551
Indiana.....	10,043	7,267	5,610	22,920	71,441	94,361
Iowa.....	10,058	7,493	2,672	20,223	36,506	56,729
Kansas.....	9,937	6,942	2,453	19,332	22,866	41,698
Kentucky.....	7,250	6,155	2,496	15,901	58,844	74,745
Louisiana.....	6,671	4,799	3,913	15,383	83,324	98,707
Maine.....	3,307	2,511	848	6,666	13,626	20,292
Maryland.....	4,459	2,798	4,521	11,778	52,845	64,623
Massachusetts.....	5,682	2,520	8,627	16,829	61,815	78,644
Michigan.....	13,836	8,689	11,337	33,862	112,403	146,265
Minnesota.....	11,217	7,908	4,098	23,223	74,612	97,835
Mississippi.....	7,056	5,911	1,468	14,435	35,050	49,485
Missouri.....	11,865	8,122	5,555	25,542	73,782	99,324
Montana.....	8,144	5,651	572	14,367	26,994	41,361
Nebraska.....	8,031	5,724	1,442	15,197	16,853	32,050
Nevada.....	5,113	3,400	377	8,890	14,539	23,439
New Hampshire.....	2,216	1,478	661	4,355	12,940	17,295
New Jersey.....	6,341	2,201	10,742	19,284	75,211	94,495
New Mexico.....	6,824	4,605	1,209	12,638	28,794	41,432
New York.....	20,217	8,806	28,794	57,817	136,683	194,500
North Carolina.....	10,412	9,320	3,279	23,011	23,594	46,605
North Dakota.....	5,633	4,130	439	10,202	12,740	22,942
Ohio.....	15,653	9,768	14,128	39,549	196,870	236,419
Oklahoma.....	8,893	6,191	2,758	17,842	34,707	52,549
Oregon.....	6,797	4,753	2,089	13,639	50,103	63,742
Pennsylvania.....	16,278	10,434	15,911	42,623	129,028	171,651
Rhode Island.....	2,216	1,503	5,197	8,912	10,626	15,823
South Carolina.....	5,691	4,970	1,790	12,451	24,909	37,360
South Dakota.....	6,165	4,465	455	11,085	18,939	30,024
Tennessee.....	8,847	6,966	3,561	19,374	72,098	92,072
Texas.....	26,909	16,998	13,894	57,801	130,513	188,314
Utah.....	4,846	3,143	1,304	9,293	41,762	51,055
Vermont.....	2,216	1,478	268	3,962	19,909	23,871
Virginia.....	8,829	6,846	4,334	20,009	87,666	107,675
Washington.....	7,072	4,780	3,740	15,592	60,129	75,721
West Virginia.....	4,446	3,979	1,316	9,741	43,419	53,160
Wisconsin.....	9,863	6,962	4,837	21,662	25,509	47,171
Wyoming.....	5,040	3,429	295	8,764	27,679	36,443
District of Columbia.....	2,216	1,478	1,569	5,263	41,476	46,739
Puerto Rico.....	2,216	2,465	1,921	6,602		6,602

¹ Based upon the 1961 cost estimate. These will be revised by the 1965 cost estimate now being prepared for submission to the Congress in January 1965.

EFFECT OF FEDERAL-AID HIGHWAY PROGRAM ON NATIONAL ECONOMY

The vital role that the Federal-aid highway program has played and is playing in contributing its share to the full-scale development of our national economy is, the committee believes, one of the most fundamental reasons for its existence. When the present program came into being as a result of the Federal-Aid Highway Act of 1956, the committee strongly felt that it should be authorized because of the need for new roads in all sections of the country and also because of its invaluable tie-in with our defense apparatus. At the time of the enactment of the Federal-Aid Highway Act of 1956, the committee

was also aware of the effect this new program would have on the national economy and labor conditions.

It is now 8 years since the authorization of the Federal-Aid Highway Act of 1956. During this period the committee has held a number of hearings on all aspects of the highway program as well as on other public works programs. The committee is convinced, as a result of these hearings, that not only is the Federal-aid highway program needed for the purposes of transportation and national defense, but that it also contributes significantly to the national economy both directly and indirectly.

Highway construction plays an important role as a generator of employment.

As the Bureau of Public Roads reported recently, highway construction this year will provide employment for an estimated 870,000 workers. This includes 370,000 on-site employees, and 500,000 persons in off-site jobs in the production, supply, and transportation of highway construction materials and equipment.

The grand total of 1,370,000 includes an additional 500,000 persons who are employed full time by Federal, State, county, and municipal highway agencies to plan, design, supervise, maintain, and operate streets and roads.

An April 1963 report of a study by the Bureau of Labor Statistics of the labor requirements of the highway program includes this statement:

All major parts of the economy are involved directly or indirectly to some degree in the construction of highways, so such construction activity generates employment throughout the economy.

It should be noted that highway construction generates employment not only in all major sectors of the economy, but also in all sections of the country. The A-B-C program, in particular, provides on-site employment in every locality, since these Federal-aid roads traverse every county of the United States.

The Bureau of Labor Statistics study found that highway construction generates 216 man-hours of employment per \$1,000 of construction contract value, divided as follows:

On-site construction	91
Off-site:	
Construction	5
Manufacturing	65
Trade, transportation	38
Mining	9
Other industries	8
Total, man-hours	216

If this 216 man-hours of employment is extrapolated to the increase in Federal aid which is authorized in H.R. 10503, and if, as it will be, the \$25 million of Federal aid is going to be matched with \$25 million of State funds, then one is talking in terms of \$50 million, and \$50 million would produce 10,800,000 man-hours of work. Or, if this is reduced to man-weeks of work, 270,000 man-weeks of work.

The total payroll of the 1,370,000 people employed in highway construction, and by governmental highway agencies, is difficult to estimate, but \$5.9 billion seems a reasonable figure.

While the highway industry is an extremely important segment of the national economy and one in which widespread employment opportunities can be quickly generated by an expansion of the program, the most important economic effect of highway construction is that triggered by the completion of the roads.

The new road openings across the country are setting off chain reactions of industrial and commercial activity. They are the catalysts for the economic growth that is needed to provide jobs for the millions of young people who are joining the labor force each year.

In addition to such direct contributions to the economy and to employment, highway transportation is a vital component of community and regional economic development. The resurgent economic effect resulting from the circumferential highway around Boston, Mass., was noted before the committee, and the role of economic development for highways has been stressed in the Appalachian Regional Development Act which is also pending before this committee.

FOREST HIGHWAYS

H.R. 10503 would authorize the sum of \$33 million for forest highways for each of the fiscal years 1966 and 1967. Such amounts are identical to those previously authorized under the Federal-Aid Highway Act of 1962 for fiscal years 1964 and 1965 and are necessary for the continuation of the forest highway program.

Funds available for forest highways shall be used by the Secretary of Commerce to pay for the cost of construction and maintenance thereof. In connection therewith, the Secretary may enter into construction contracts and such other contracts with a State, or civil subdivision thereof, as he deems advisable.

Forest highways are parts of Federal-aid, State, county, and other public highways in and adjacent to the national forests. They also provide access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for recreation and other purposes. Most of the products of the forests move over these highways en route to mill or market.

There are about 25,500 miles of roads on the forest highway system.

FOREST DEVELOPMENT ROADS AND TRAILS

H.R. 10503 authorizes the sum of \$85 million for forest development roads and trails for each of the fiscal years 1966 and 1967, which is an identical amount authorized for the fiscal year 1965 for this particular road program.

Forest development roads and trails provide access to national forest lands for the protection, development, and multiple-use management of the forests, including resources on which communities in and near the forest are dependent. This system of roads and trails is administered by the Secretary of Agriculture through the Forest Service.

An adequate system of forest development roads and trails is essential to the proper development and beneficial use of the national forests and their resources. The presence or lack of access by road or trail has a direct and controlling influence on many phases of forest

management, protection, utilization, and development of the national forests. Some specific examples of this are:

(a) The protection of national forest resources from fire, insects, and diseases;

(b) The use of the vast recreation opportunities on the national forest, including hunting and fishing;

(c) The volume of timber that can be marketed especially for small sales, and the support of dependent communities, and small business enterprises; and

(d) The level of salvage cutting in dead and dying timber stands and the opportunity to promptly salvage losses resulting from fire, windstorm, insects, and disease. This is well exemplified in the success of the timber salvage program necessitated by the Columbus Day storm in the Pacific Northwest in 1962.

As of June 30, 1963, there were 186,241 miles of roads and 104,522 miles of trails in the forest development system. It is estimated that when completely installed, this system will consist of 542,250 miles of access roads and that the trail network would be reduced to 80,000 miles.

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

This is a new category of roads authorized by the Federal-Aid Highway Act of 1962. For fiscal years 1966 and 1967, \$2 million for each year is authorized under H.R. 10503, which is the same as the amount authorized for fiscal year 1964 and \$2 million less than the amount authorized for fiscal year 1965. The Bureau of Land Management of the Department of Interior administers this program.

ROADS AND TRAILS IN NATIONAL PARKS

H.R. 10503 contains provision for roads and trails in national parks. The sums which would be authorized for these purposes would be \$23 million for each of the fiscal years 1966 and 1967, as compared with \$25 million authorized for fiscal year 1965.

PARKWAYS

H.R. 10503 authorizes the sum of \$11 million for each of the fiscal years 1966 and 1967 for parkways under the jurisdiction of the National Park Service of the Department of the Interior. For fiscal year 1965, \$16 million was authorized.

INDIAN RESERVATION ROADS AND BRIDGES

H.R. 10503 authorizes \$18 million for each of the fiscal years 1966 and 1967 for Indian reservation roads and bridges. This figure is identical to the figure authorized for this category of roads for the fiscal year 1965 in the Federal-Aid Highway Act of 1962.

PUBLIC LANDS HIGHWAYS

H.R. 10503, as amended, authorizes the sum of \$9 million for each of the fiscal years 1966 and 1967 for public lands highways, thus maintaining the level authorized for fiscal 1965. These amounts are considered essential to meet the most pressing needs of those projects already authorized and in the planning and construction stages, and

to fill such vital requests as that of the State of Utah for access roads to the new Glen Canyon Recreational Area. These roads, the majority of which are already on the Federal-aid highway system, are constructed and maintained by the Secretary of Commerce in cooperation with the State highway departments, and the Secretary of the Department having jurisdiction over the particular lands.

PUBLIC DOMAIN ROADS FINANCING

As under existing law, all of the appropriations for the so-called public domain roads authorized by this bill will be made from the general funds of the Treasury.

The figures for the various public domain roads authorized under H.R. 10503 was set by the committee after hearing the recommendations from the various agencies which have jurisdiction over these programs. The figures contained in H.R. 10503 are consistent with and are exactly as recommended by these agencies.

SECTION 101 (b); OF TITLE 23, UNITED STATES CODE

Section 3 of H.R. 10503 is a technical amendment which conforms section 101(b) of title 23 of the United States Code to the changes made by the Federal-Aid Highway Act of 1961 in the authorizations for appropriations of funds for the Interstate System. The Federal-Aid Highway Act of 1961 authorized appropriations for a 15-year period instead of the previous 13-year period for the purpose of expediting the construction, reconstruction, or improvement of the Interstate System, and the period of time for these appropriations were extended from the fiscal year ending June 30, 1969, to the fiscal year ending June 20, 1971.

DEFINITIONS

Section 5 defines the various types of highways for which appropriations are authorized under H.R. 10503. These definitions follow the definitions set forth in section 101, title 23, of the United States Code.

DEPARTMENTAL REPORTS

Reports from the various agencies on H.R. 9905 and similar bills follow. H.R. 10503, the bill reported herein, is the clean bill which supersedes H.R. 9905, S. 2520, and similar bills.

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., March 16, 1964.

HON. CHARLES A. BUCKLEY,
*Chairman, Committee on Public Works,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of the Department of Commerce concerning H.R. 9905 and H.R. 9906, identical bills to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

These bills are similar in purpose to a proposed bill submitted to the Congress by the Department of Commerce on February 12, 1964, and

introduced as H.R. 10055. However, H.R. 9905 and H.R. 9906 differ from H.R. 10055 in several important respects.

H.R. 9905 and H.R. 9906 would provide authorizations for continuation of the Federal-aid primary and secondary systems and their extensions in urban areas, and for continuation of the direct Federal highway and road construction programs, for the fiscal years 1966 and 1967. The amounts to be authorized by these bills for the A-B-C program would be \$1 billion for each year. The President, in his special highway message to the Congress of February 28, 1961, recommended an increase in authorizational amount of \$25 million every 2 years until the ultimate annual level of \$1 billion was reached. Pursuant to that recommendation, the Department's bill contains A-B-C authorizations of \$975 million for each of the 2 fiscal years, and we would recommend that these amounts be authorized. Any increase in the authorization for the fiscal years 1966 and 1967 above the \$975 million annual level recommended by the President would substantially increase the possibility of having to impose more restrictive controls over the rate at which the apportioned funds could be obligated by the States.

In this connection, highway trust fund's balances of less than \$50 million are projected for 3 years—1969, 1970, and 1971—and a balance of \$54 million is estimated for 1968. These balances make questionable the justification for the additional \$50 million A-B-C authorization for 1966 and 1967 combined, which is contemplated by H.R. 9905 and H.R. 9906. Enactment of the \$1 billion authorization levels provided for in these bills may force the trust fund into a deficit position by 1969, if not a year earlier, unless administrative steps are taken to restrict obligations to the levels projected under the Department's bill. Even if the aviation and motorboat gasoline tax legislation proposed by the administration is not enacted, the trust fund balances for 1968 and 1969 will be marginal. Accordingly, the A-B-C authorization should be kept at \$975 million for another 2 years.

The amounts proposed to be authorized for the direct Federal construction programs under H.R. 9905 and H.R. 9906 likewise differ from the Department's bill, except in the case of forest highways, where the sums of \$33 million for each of the fiscal years are identical. Since the amounts provided under the Department's bill are consistent with the President's budget recommendations, we would recommend that these amounts be authorized.

The Department's bill also contains a section 3, not found in H.R. 9905 and H.R. 9906, which is a technical amendment to the declaration of policy expressed in section 101(b) of title 23, United States Code. It is considered desirable to make this code section conform with changes made by the Federal-Aid Highway Act of 1961 extending from 1969 to 1971 the period of authorization of appropriations for the National System of Interstate and Defense Highways.

For the foregoing reasons, the Department of Commerce would recommend enactment of H.R. 10055 rather than H.R. 9905 or H.R. 9906.

The Bureau of the Budget advises that there would be no objection to the submission of this report and that enactment of H.R. 10055 would be in accord with the President's program.

Sincerely,

ROBERT E. GILES.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 9, 1964.

HON. CHARLES A. BUCKLEY,
*Chairman, Committee on Public Works,
House of Representatives, Washington, D.C.*

DEAR MR. BUCKLEY: Your committee has requested our views on H.R. 10055, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and similar bills H.R. 9905 and H.R. 9906.

We recommend the enactment of H.R. 10055. The amounts included in this bill are consistent with the recommendations of the President in his budget for fiscal year 1965.

As it relates to this Department, H.R. 10055 authorizes the appropriation of certain sums for fiscal years 1966 and 1967 for public lands highways, public lands development roads and trails, park roads and trails, parkways, and for Indian reservation roads and bridges. These sums will be utilized for these purposes in accordance with the provisions of title 23, United States Code, section 201 et seq.

This Department, through the Bureau of Land Management, administers approximately 157 million acres of public forest lands in the Western United States and Alaska. Nearly 44 million acres of these lands are classed as commercial forest land supporting a stand volume in excess of 200 billion board feet. In addition, some 278 million acres of public rangelands in the Western United States and Alaska must be managed, protected, and developed. A usable road and trail system is essential to the proper management of these lands.

Recreational pressures for increased use of these lands by the public further emphasize the critical needs for adequate roads.

At present our public land road system consists of 52,000 miles of roads, much of which is inadequate and must be rebuilt. It is estimated that a road system to properly manage these lands will eventually require some 122,000 miles of roads. The enactment of H.R. 10055 will authorize sufficient appropriations to construct and reconstruct some 250 miles of roads and bridges, including the necessary surfacing and the acquisition of rights-of-way.

The Department, in addition to administering the public lands, administers, through the National Park Service, 201 national parks, monuments, and recreation areas. During 1963 the number of visitors to these areas exceeded 93 million people. These areas, including parkways, contain about 7,750 miles of roads and about 8,750 miles of trails. These roads and trails are used by visitors who wish to get away from the more densely populated areas and see some of the wilderness or other scenic, scientific, or historic features of interest.

On the average, about 80 to 85 percent of our park road construction has been for reconstructing or replacing existing roads, many of which were constructed on routes established 50 or more years ago for traffic which was predominantly by horse-drawn vehicles.

Gratifying progress has been made on roads and trails construction since the inception of our Mission 66 program. This program began in fiscal year 1957 and in 9 years more than \$166 million has been authorized for road construction. About \$23 million per year will be needed to carry out the remaining construction contemplated by the

program. It is estimated that another \$228 million will be needed to complete construction after 1966.

Good progress has also been made on the parkways program as a whole under the Mission 66 program. Over \$14 million has been authorized for parkway construction beginning in fiscal year 1957 and appropriations have totaled over \$135 million. The parkways, when completed, will total nearly 1,103 miles of which about 734 miles have been completed, about 131 miles have been started or financed, and about 238 miles remain to be started.

H.R. 10055 authorizes sufficient funds to provide about 28 miles of new parkway construction, including bridges, grade separations, repaving, and other work in fiscal year 1966 and about 35 miles in fiscal year 1967.

Because Indian lands are tax exempt, local governments do not supply such services as roads. Therefore, it becomes necessary for the Department through the Bureau of Indian Affairs to furnish roads, schools, law and order, and other community services. Most Indian reservations are in isolated areas. This makes them even more dependent on road transportation than normal rural communities, because roads are usually the only method of transportation. In our efforts to educate Indians, and to otherwise improve their social and economic status, roads are an important aid.

All-weather roads are needed to permit school attendance of additional Indian pupils on a day, rather than a boarding basis. The cost of construction and operation of day schools is approximately half that of boarding schools. In addition, the following advantages accrue to the Indian children when they can attend school on a day basis; they remain with their families and have the benefit of parental guidance during their formative years; and their parents are encouraged to participate in school affairs, thus giving support and more meaning to their education. In keeping with longtime objectives of the Department, Federal schools will be transferred to the public school system as rapidly as conditions permit. Readiness of the Indian parents and the community, organization of school districts, and availability of appropriate facilities are determining factors, and the operation of day schools will hasten their development. The building of all-weather road systems on the reservations would, therefore, result in savings to the Federal Government by promoting the more economical day school operations and facilitating the eventual withdrawal of Federal services.

It is also obvious that the nationwide Federal and State program for building interstate and other State highways will greatly increase the number of tourists seeking recreation in the picturesque Indian country. This is an important economic opportunity for the Indian people. The Indian Bureau road system furnishes access from the main State highways to these recreation areas.

A great expansion of industry on the reservations is underway. This takes many forms such as mining, oil and gas, timber, cattle, and farming. The efficient operation of these industries and the full development of their potential require an acceleration of the Indian Bureau road program. Road construction is also essential to the protection, conservation, and management of the natural resources on which these industries are based.

The Department's road program plays a very important part in our war on Indian poverty. The training of road equipment operators

produces a flow of skilled workers from the reservation to off-reservation employment. This leaves a place to bring in a new class of unskilled Indians who will soon become eligible to leave the reservation as skilled workers.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

FRANK P. BRIGGS,
Assistant Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., March 11, 1964.

HON. CHARLES A. BUCKLEY,
*Chairman, Committee on Public Works,
House of Representatives.*

DEAR MR. CHAIRMAN: This is in response to your request of February 24, 1964, for the views of this Department on H.R. 10055, a bill to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. It also responds to your request for our views on H.R. 9905 and H.R. 9906 which have a similar purpose.

H.R. 10055 was transmitted to the Congress by the Secretary of Commerce on February 12, 1964, with the recommendation that it be enacted. We favor the enactment of that bill.

H.R. 10055 would authorize appropriations for the fiscal years 1966 and 1967 for various highways and roads and trails. This Department is primarily interested in the authorizations for forest highways and forest development roads and trails. We are also interested in the authorization for public lands highways since some of those funds have been used in national forest areas.

We are interested in the forest highway system since these roads provide primary access to and outlet from the forest development road and trail system. The Department of Commerce, however administers the forest highway system and appropriations for those highways are made to that Department.

The authorization for appropriations for forest development roads and trails which the bill would provide is the major concern of this Department.

At the present time, forest development road and trail construction and maintenance are carried out with funds appropriated under section 205 of title 23 of the United States Code, with 10 percent of national forest receipts made available by section 501 of title 16 of the United States Code, and by purchasers of national forest timber with appropriate allowances therefor in timber appraisals.

An adequate system of forest development roads and trails connecting with forest highways or other highways is essential to proper management and beneficial use of lands in the national forest system and their resources.

The presence or absence of transportation facilities has a controlling influence on all phases of management and resource utilization of these lands. This factor largely determines the value of timber that can be

marketed, the size, duration, and distribution of timber sales within working circles, and the level of salvage cuttings. It strongly influences the effectiveness of measures for protecting these lands from fire, insects, disease, and other destructive forces. It sets the level of use made of recreation, wildlife, and other resources of the national forest system.

The appropriations which would be authorized by H.R. 10055 would provide for an orderly accomplishment of the annual requirement for an adequate system of forest development roads and trails as planned in the "Development Program for the National Forests" which the late President Kennedy submitted to the Congress on September 21, 1961. This plan proposed for the 10-year period, 1963-72, the construction and reconstruction of about 79,400 miles of multiple-purpose roads and 8,000 miles of trails.

The fact that a large percentage of the lands under Forest Service administration is in areas of labor surplus and low rural income lends emphasis to the need for development and expansion of the economy of these areas. The development, harvest or use, manufacture, distribution, and marketing of the total resources of these areas are contingent on an adequate transportation system.

The forest development road and trail program, a system of multiple-purpose roads, represents a wise investment of public money. Roads that give access to national forest timber will pay their way over a period of years through greater stumpage returns and at the same time will facilitate expanded uses. This system of multiple-purpose roads is used by the public and will result in other substantial benefits. The existence of a complete road system will permit an intensity of protection, management, and use that is not otherwise possible.

H.R. 10055 would provide urgently needed authorization for forest development roads and trails of \$85 million for the fiscal year ending June 30, 1966, and \$95 million for the fiscal year ending June 30, 1967.

The Bureau of the Budget advises that enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

ORVILLE L. FREEMAN.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., March 16, 1964.

HON. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works,
House of Representatives,
1304 Longworth House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your requests for the views of the Bureau of the Budget on H.R. 9905, H.R. 9906, and H.R. 10055, bills to authorize appropriations for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

All three bills would establish the 1966 and 1967 authorization levels for certain existing highway programs. H.R. 10055 is the administration bill and reflects the program levels recommended in the President's 1965 budget. H.R. 9905 and H.R. 9906 are identical

bills which differ from the administration proposal relative to 12 of the 16 authorization levels concerned and also omit a technical amendment proposed in H.R. 10055.

H.R. 10055 provides greater assurance that an adequate balance will be maintained in the highway trust fund. Yearend balances of \$78 million and \$74 million are projected by the Department of Commerce for fiscal years 1968 and 1969, respectively, under existing revenue legislation and assuming enactment of the \$975 million authorization levels recommended by the President. The additional \$50 million authorized under H.R. 9905 and H.R. 9906 could push the trust fund close to a deficit position, particularly if proposals to shift aviation and motorboat tax revenues out of the highway fund are taken into account.

Although administrative controls over the rate at which funds are obligated by the States could be imposed to alleviate the threat of a trust fund deficit, such controls would in these circumstances nullify the additional authorization. In short, regardless of the program level authorized, actual increases in A-B-C obligations can be achieved only if adequate resources are available in the trust fund.

All three bills provide a \$33 million authorization level for forest highways—the level provided in the President's budget.

H.R. 9905 and H.R. 9906 continue the public lands highway program—designed to provide extra highway aid to States having large areas of public land—at a \$9 million level. H.R. 10055, on the other hand, reduces the authorizations to the 1963 level of \$3 million. We believe that the latter level is more consistent with the objective of apportioning Federal highway aid among the States on an equitable basis, since both the A-B-C and the Interstate cost-sharing formulas already provide substantial extra assistance to such States.

Turning to the five programs administered by the Departments of Agriculture and the Interior, H.R. 9905 and H.R. 9906 would reenact 1964 and 1965 levels, respectively, for 1966 and 1967. As a result, four of the five programs go up in 1965, down (to the 1964 level) in 1966, and back up (to the 1965 level) in 1967. The amounts authorized in H.R. 10055 provide a better relationship to program levels in the 1965 budget and in addition are based on a current assessment of relative needs.

This office strongly recommends the enactment of H.R. 10055, in preference to H.R. 9905 and H.R. 9906.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill as reported are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman).

TITLE 23 OF THE UNITED STATES CODE

CHAPTER 1—FEDERAL-AID HIGHWAYS

§ 101. Definitions and declaration of policy

(a) * * *

(b) It is hereby declared to be in the national interest to accelerate the construction of the Federal-aid highway systems, including the National System of Interstate and Defense Highways, since many of such highways, or portions thereof, are in fact inadequate to meet the needs of local and interstate commerce, for the national and civil defense.

It is hereby declared that the prompt and early completion of the National System of Interstate and Defense Highways, so named because of its primary importance to the national defense and hereafter referred to as the "Interstate System", is essential to the national interest and is one of the most important objectives of this Act. It is the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the [thirteen] *fifteen* years' appropriations authorized for the purpose of expediting its construction, reconstruction, or improvement, inclusive of necessary tunnels and bridges, through the fiscal year ending June 30, [1969] *1971*, under section 108(b) of the Federal-Aid Highway Act of 1956 (70 Stat. 374), and that the entire System in all States be brought to simultaneous completion. Insofar as possible in consonance with this objective, existing highways located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce.

* * * * *

§ 104. Apportionment

(a) * * *

(b) On or before January 1 next preceding the commencement of each fiscal year, except as provided in paragraphs (4) and (5) of this subsection, the Secretary, after making the deduction authorized by subsection (a) of this section, shall apportion the remainder of the sums authorized to be appropriated for expenditure upon the Federal-aid systems for that fiscal year, among the several States in the following manner:

(1) * * *

* * * * *

(5) For the Interstate System for the fiscal years 1960 through 1971: For the fiscal years 1960 through 1966, in the ratio which the estimated cost of completing the Interstate System in such State,

as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of completing the Interstate System in all of the States. For the fiscal years 1967 through 1971, in the ratio which the Federal share of the estimated cost of completing the Interstate System in such State, as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of the Federal share of completing the Interstate System in all of the States. Each apportionment herein authorized for the fiscal years 1960 through 1971, inclusive, shall be made on a date as far in advance of the beginning of the fiscal year for which authorized as practicable but in no case more than eighteen months prior to the beginning of the fiscal year for which authorized. As soon as the standards provided for in subsection (b) of section 109 of this title have been adopted, the Secretary, in cooperation with the State highway departments, shall make a detailed estimate of the cost of completing the Interstate System as then designated, after taking into account all previous apportionments made under this section, based upon such standards and in accordance with rules and regulations adopted by him and applied uniformly to all of the States. The Secretary shall transmit such estimates to the Senate and the House of Representatives within ten days subsequent to January 2, 1958. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1960, June 30, 1961, and June 30, 1962. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, [1962] 1961. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1965. Upon the approval of such estimate by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal years ending June 30, 1967; June 30, 1968; and June 30, 1969. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1968. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal year ending June 30, 1970. The Secretary shall make a final revised estimate of the cost of completing the then designated Interstate

System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1969. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal year ending June 30, 1971. Whenever the Secretary, pursuant to this subsection, requests and receives estimates of cost from the State highway departments, he shall furnish copies of such estimates at the same time to the Senate and the House of Representatives.

* * * * *

205. Forest development roads and trails

(a) Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the costs of construction and maintenance thereof, including roads and trails on experimental *and other* areas under Forest Service administration.

§ 209. Public lands highways

(a) Funds available for public lands highways shall be used by the Secretary to pay for the cost of construction and maintenance thereof.

(b) The Secretary is authorized to cooperate with the State highway departments and with the Secretary of the Department having jurisdiction over the particular lands, in the survey, construction, and maintenance of public lands highways.

(c) The provisions of section 112 of this title are applicable to public lands highways.

(d) *Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities.*

* * * * *

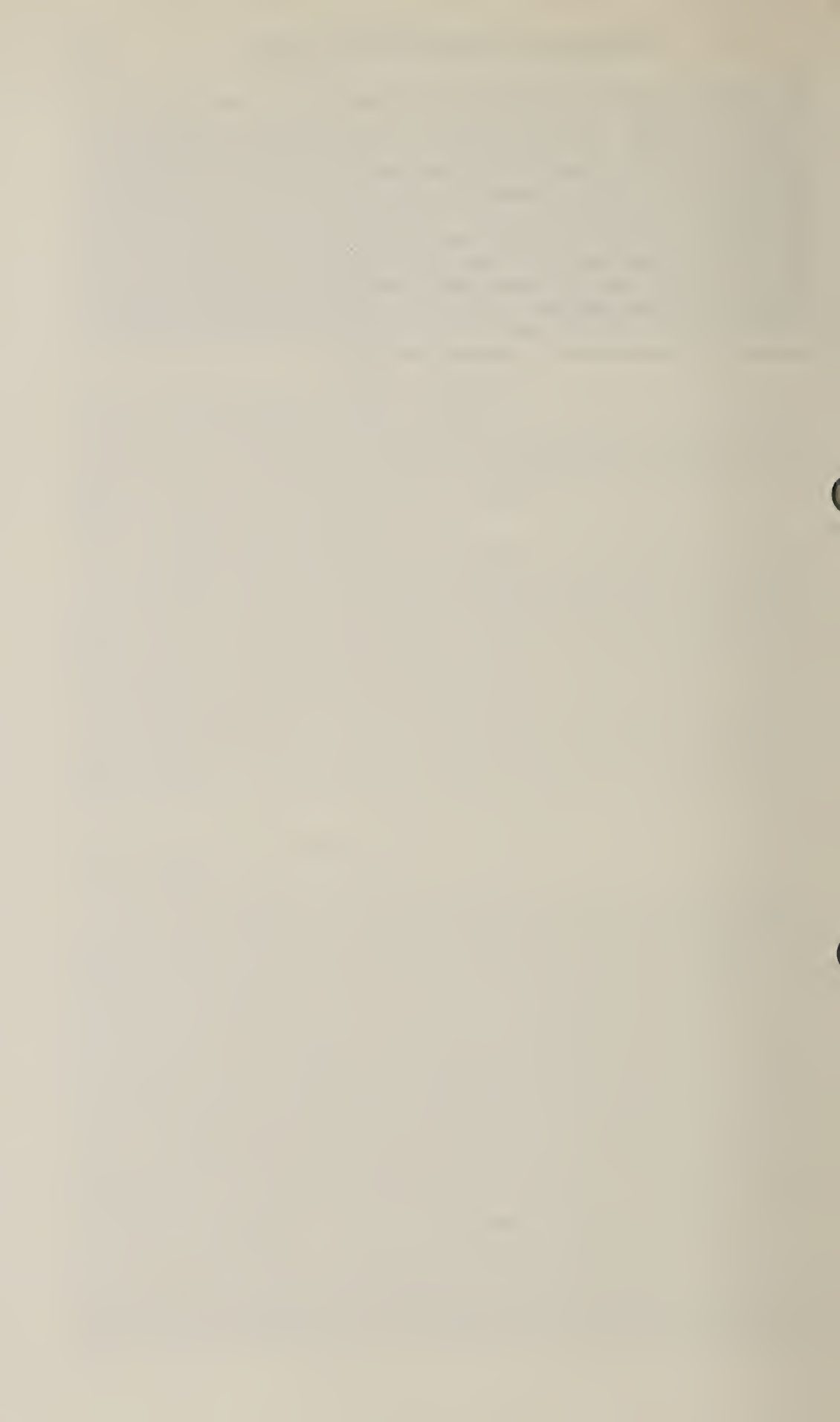
§ 320. Bridges on Federal dams

(a) * * *

(b) Construction of any bridge upon and across any dam pursuant to this section shall not be commenced unless and until the State [in such State, shall enter into an agreement with such agency and with such bridge is to be located, or the appropriate subdivision of] *in which such bridge is to be located, or the appropriate subdivision of such State, shall enter into an agreement with such agency and with the Secretary to construct, or cause to be constructed, with or without the aid of Federal funds, the approach roads necessary to connect such bridge with existing public highways and to maintain, or cause to be maintained, such approach roads from and after their completion. Such agreement may also provide for the design and construction of such bridge upon and across the dam by such agency of the United States and for reimbursing such agency the costs incurred by it in the design and construction of the bridge as provided in subsection (d) of this section. Any such agency is hereby authorized to convey to the State, or to the appropriate subdivision thereof, without costs, such easements and rights-of-way in its custody or over lands of the United States in its custody and control as may be necessary, convenient, or proper for the location, construction, and maintenance of the approach roads referred to in this section including such road-*

side parks or recreational areas of limited size as may be deemed necessary for the accommodation of the traveling public. Any bridge constructed pursuant to this section upon and across a dam in the custody and jurisdiction of any agency of the United States, including such portion thereof, if any, as may extend beyond the physical limits of the dam, shall constitute and remain a part of said dam and be maintained by the agency. Any such agency may enter into any such contracts and agreements with the State or its subdivisions respecting public use of any bridge so located and constructed as may be deemed appropriate, but no such bridge shall be closed to public use by the agency except in cases of emergency or when deemed necessary in the interest of national security.





Calendar No. 1104

88TH CONGRESS
2D SESSION

H. R. 10503

[Report No. 1162]

IN THE SENATE OF THE UNITED STATES

JUNE 4 (legislative day, MARCH 30), 1964

Read twice and referred to the Committee on Public Works

JULY 1, 1964

Reported by Mr. RANDOLPH with amendments

[Omit the part struck through and insert the part printed in italic]

AN ACT

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. This Act may be cited as the "Federal-Aid
4 Highway Act of 1964".

5 SEC. 2. For the purpose of carrying out the provisions of
6 title 23 of the United States Code the following sums are
7 hereby authorized to be appropriated.

8 (1) For the Federal-aid primary system and the Fed-
9 eral-aid secondary system and for their extension within
10 urban areas, out of the Highway Trust Fund, \$1,000,000,-

1 000 for the fiscal year ending June 30, 1966, and \$1,000,-
2 000,000 for the fiscal year ending June 30, 1967. The sums
3 authorized in this paragraph for each fiscal year shall be
4 available for expenditure as follows:

5 (A) 45 per centum for projects on the Federal-aid
6 primary highway system;

7 (B) 30 per centum for projects on the Federal-aid
8 secondary highway system; and

9 (C) 25 per centum of projects on extensions of the
10 Federal-aid primary and Federal-aid secondary high-
11 way systems in urban areas.

12 (2) For forest highways, \$33,000,000 for the fiscal
13 year ending June 30, 1966, and \$33,000,000 for the fiscal
14 year ending June 30, 1967.

15 (3) For forest development roads and trails, \$85,000,-
16 000 for the fiscal year ending June 30, 1966, and \$85,000,-
17 000 for the fiscal year ending June 30, 1967.

18 (4) For public lands development roads and trails,
19 \$2,000,000 for the fiscal year ending June 30, 1966, and
20 \$2,000,000 for the fiscal year ending June 30, 1967.

21 (5) For park roads and trails, \$23,000,000 for the
22 fiscal year ending June 30, 1966, and \$23,000,000 for the
23 fiscal year ending June 30, 1967.

24 (6) For parkways, \$11,000,000 for the fiscal year end-

1 ing June 30, 1966, and \$11,000,000 for the fiscal year end-
2 ing June 30, 1967.

3 (7) For Indian reservation roads and bridges, \$18,000,-
4 000 for the fiscal year ending June 30, 1966, and
5 \$18,000,000 for the fiscal year ending June 30, 1967.

6 (8) For public lands highways, ~~\$3,000,000~~ \$9,000,000
7 for the fiscal year ending June 30, 1966, and ~~\$3,000,000~~
8 \$9,000,000 for the fiscal year ending June 30, 1967.

9 SEC. 3. The second paragraph of subsection (b) of sec-
10 tion 101 of title 23, United States Code, is amended by
11 striking out "thirteen years" and inserting in lieu thereof
12 "fifteen years" and by striking out "June 30, 1969", and
13 inserting in lieu thereof "June 30, 1971".

14 SEC. 4. (a) Section 104 (b) (5) of title 23 of the
15 United States Code is amended by striking out "January 2,
16 1962." and inserting in lieu thereof "January 2, 1961..".

17 (b) Section 209 of title 23 of the United States Code is
18 amended by adding at the end thereof the following new
19 subsection:

20 "(d) Funds available for public lands highways shall be
21 available for adjacent vehicular parking areas and for sani-
22 tary, water, and fire control facilities."

23 (c) The first sentence of subsection (b) of section 320 of
24 title 23 of the United States Code is amended by striking out

1 “the State” and all that follows down to and including “the
2 Secretary” and inserting in lieu thereof: “the State in which
3 such bridge is to be located, or the appropriate subdivision
4 of such State, shall enter into an agreement with such agency
5 and with the Secretary”.

6 (d) *The first sentence of subsection (a) of section 205 of*
7 *title 23, United States Code, is amended to read as follows:*
8 *“Funds available for forest development roads and trails*
9 *shall be used by the Secretary of Agriculture to pay for the*
10 *costs of construction and maintenance thereof, including roads*
11 *and trails on experimental and other areas under Forest Serv-*
12 *ice administration.”*

13 SEC. 5. For the purposes of section 2 of this Act each
14 of the following terms shall have the same meaning as is
15 given it in section 101 of title 23 of the United States Code:

- 16 (1) Forest development roads and trails;
17 (2) Forest highways;
18 (3) Indian reservation roads and bridges;
19 (4) Park roads and trails;
20 (5) Parkway;
21 (6) Public lands highways;

- 1 (7) Federal-aid primary system;
- 2 (8) Federal-aid secondary system;
- 3 (9) Urban area;
- 4 (10) Public lands development roads and trails.

Passed the House of Representatives June 3, 1964.

Attest: RALPH R. ROBERTS,
Clerk.

AN ACT

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

JUNE 4 (legislative day, March 30), 1964

Read twice and referred to the Committee on Public Works

JULY 1, 1964

Reported with amendments

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE

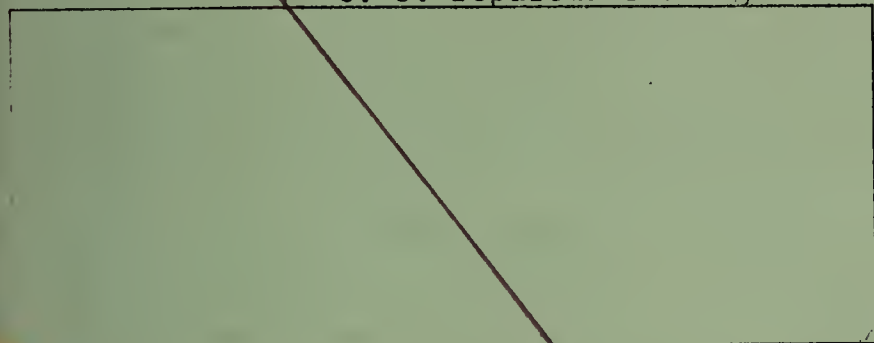
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OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued July 6, 1964
For actions of July 2, 1964
86th-2d; No. 133



HIGHLIGHTS: See page 5

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SENATE

1. PERSONNEL. Passed, 58-21, with amendments H. R. 11049, the Federal pay bill. Agreed to amendments not affecting this Department. Rejected numerous amendments. Senate conferees were appointed. pp. 15275-325
Sen. Byrd inserted the report of the Joint Committee on Reduction of Nonessential Federal Expenditures, "Federal Personnel in Executive Branch, May 1964 and April 1964, and Pay, April 1964 and March 1964." pp. 15246-50
Sen. Miller indicated a belief that improper tactics had been used in getting Federal employees to attend the \$100 Democratic fundraising event, and inserted articles by Joseph Young on this subject. pp. 15255-6
2. MEAT IMPORTS. The Finance Committee reported with amendments H. R. 1839, to amend the Tariff Act, including restrictions on meat imports (S. Rept. 1167). p. 15246
3. ROADS; FORESTRY. Passed as reported H. R. 10503, to authorize 1966-1967 appropriations for roads, including forest development roads and trails. pp. 15331-3

4. WATER RESEARCH. Both Houses agreed to the conference report on S. 2, to authorize Federal aid for water-resources research. See Digest 109 for provisions. This bill will now be sent to the President. pp. 15326-8, D544, 15373-5
5. FOREIGN AID. The Foreign Relations Committee voted to report (but did not actually report), 12 to 2, with amendments H. R. 11380, the foreign-aid authorization bill. The committee announced that a report would be filed Sat., July 11. The Record contains a table setting forth amounts provided for at various legislative stages. pp. D545-6
Both Houses received from the Treasury Department a proposed bill to amend the Inter-American Development Bank Act to authorize the U. S. to participate in an increase in the resources of the Fund for Special Operations of the Inter-American Development Bank; to Senate Foreign Relations Committee and House Banking and Currency Committee. pp. 15246, 15447
6. PACKAGING. Sen. Keating inserted a Long Island Women's Clubs resolution favoring the truth-in-packaging bill. p. 15246
7. AREA REDEVELOPMENT. Sen. Miller claimed information submitted to Congress by the Area Redevelopment Administration was inaccurate and inserted a report from the Comptroller General on this matter. pp. 15254-5
8. EXPENDITURES. Sen. Robertson inserted a report from the U. S. Chamber of Commerce recommending an "economy program for the fiscal year 1965" including proposed cuts in USDA programs. pp. 15258-61
9. TRAVEL. Passed as reported H. J. Res. 658, requesting the President to proclaim 1964 as "See America Year." p. 15263
10. RADIATION. Passed without amendment H. R. 10437, to incorporate the National Committee on Radiation Protection and Measurements. This bill will now be sent to the President. p. 15264
11. RECLAMATION; RECREATION. Sen. Gruening inserted and discussed a report, "New Fishing Areas Opened at Bureau of Reclamation Reservoirs in West; Recreation Uses Show Large Increase." pp. 15264-7
12. GRAIN EXPORTS. Sen. Dodd questioned the Commerce Department approval for Soviet resale of American grain to Rumania. p. 15274
13. CIVIL RIGHTS. Sen. Humphrey inserted a summary of the new civil rights law. pp. 15333-4
14. ELECTRIFICATION. Sen. Morse spoke in favor of a Pacific Northwest-Southwest intertie, but questioned the Interior Department recommendations on this subject. p. 15335
15. HOUSING LOANS. The Housing Subcommittee of the Banking and Currency Committee voted favorably on an original bill embodying proposed housing amendments for 1964. p. D545
16. LEGISLATIVE PROGRAM. Sen. Mansfield said the Senate will be in session July 6-10 and that "we expect appropriation and other bills of worthwhile significance to come up" involving "the possibility of quorum calls and votes." p. 15306

The CHIEF CLERK. A bill (S. 1593) to amend section 14 of the Federal-Aid Highway Act of 1954 concerning the interstate planning and coordination of the Great River Road.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to; and the Senate proceeded to consider the bill, which was ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 14 of the Federal-Aid Highway Act of 1954 (68 Stat. 70), is hereby amended to read as follows:

"For the purpose of expediting the interstate planning and coordination of a continuous Great River Road and appurtenances thereto traversing the Mississippi Valley from Canada to the Gulf of Mexico in general conformity with the provisions of title 23, United States Code, and with the recommended plan set forth in the joint report submitted to the Congress November 28, 1951, by the Secretaries of Commerce and Interior pursuant to the Act of August 24, 1949 (Public Law 262, Eighty-first Congress), there is hereby authorized to be expended by the Secretary of Commerce from general administrative funds not to exceed \$500,000; the amount expended under this section shall be apportioned among the ten States bordering the Mississippi River on the basis of their relative needs as determined by the Secretary of Commerce."

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 1160) explaining the purposes of the bill.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

PURPOSE OF THE BILL

The purpose of S. 1593 is to authorize the Secretary of Commerce to expend an additional \$250,000 from general administrative funds, for Federal assistance to the States in planning the Great River Road. The bill would amend section 14 of the Federal-Aid Highway Act of 1954 concerning interstate planning and coordination of the Great River Road, increasing the original expenditure authority from \$250,000 to \$500,000.

GENERAL STATEMENT

The Great River Road (Mississippi River Parkway) envisions a scenic parkway up the historic Mississippi Valley from the Gulf of Mexico to the lake country of Minnesota, which would connect the Trans-Canadian Highway leading to Alaska and the Atlantic seaboard with the great southern highway system around the Gulf of Mexico. Running along both banks of the Mississippi River for 2,470 miles, the route would link the extremes of the North and South American continents by following both shores of the Mississippi River.

The Great River Road would be a scenic parkway, not a high-speed turnpike. It will be designed to enhance the beauty of the Mississippi Valley by preserving the countryside and by restricting roadside development.

Federal assistance to the States has been conducted under authority of the act of 1954 in the form of studies and reports on general route locations. The original \$250,000 was apportioned to the 10 States bordering the Mississippi River in proportion to the amount allocated by the respective States for the improvement and expansion of existing sections of the highway project as approved by the

Secretary of Commerce and other public agencies involved. In certain States the studies have been completed or are in progress in delineating needed land acquisitions, scenic easements, and other needs appurtenant to the proposed parkway. This legislation provides that the \$250,000 be allocated to the States on the basis of relative need in order to assure that the planning work will proceed in a uniform manner in pursuit of the objectives of the 1954 provision.

Mr. MANSFIELD. Mr. President, I move that the Senate reconsider the vote by which the bill was passed.

Mr. RANDOLPH. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

AUTHORIZATION OF APPROPRIATIONS FOR FISCAL YEARS 1966 AND 1967 FOR CONSTRUCTION OF CERTAIN HIGHWAYS

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1104 (H.R. 10503).

The PRESIDING OFFICER. The bill will be stated by title.

The CHIEF CLERK. A bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Public Works, with amendments on page 3, line 6, after the word "highways," to strike out "\$3,000,000" and insert "\$9,000,000"; in line 7, after the word "and", to strike out "\$3,000,000" and insert "\$9,000,000"; and on page 4, after line 5, to insert:

(d) The first sentence of subsection (a) of section 205 of title 23, United States Code, is amended to read as follows: "Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the costs of construction and maintenance thereof, including roads and trails on experimental and other areas under Forest Service administration."

The amendments were agreed to.

Mr. RANDOLPH. This measure provides for the usual biennial authorizations for the A-B-C Federal-aid highway program, for fiscal years 1966 and 1967, as well as authorizations for these fiscal years for the several categories of Federal domain roads.

The President's request for the Federal-aid highway program was for \$975 million for each of the fiscal years of 1966 and 1967. However, as Members of the Senate will recall from the legislative history of the Federal-Aid Highway Act of 1956 and subsequent legislation, it was the intent of Congress that there should be progressive increases of \$25 million each year in funds authorized for the A-B-C program until an annual authorization of \$1 billion is reached. The Federal-Aid Highway Act of 1962 authorized \$950 million for this program for fiscal 1964 and \$975 million for fiscal

1965. In accordance with the intent of Congress in prior Federal-aid highway legislation, the House of Representatives this year has passed legislation authorizing \$1 billion for primary and secondary roads and their urban extensions.

Mr. President, I notice the presence in the Chamber of the able chairman of the Committee on Public Works, the Senator from Michigan [Mr. McNAMARA] who has given effective leadership to the committee, and the able Senator from Iowa [Mr. MILLER], who is a conscientious and always constructive member of the committee. The Committee on Public Works has concurred in this action and recommends the \$1 billion authorization to the Senate.

The pending measure does not provide for authorizations for the Interstate System, inasmuch as the Federal-Aid Highway Act of 1961 provided as revised schedule of authorizations for that system through fiscal year 1971.

The present bill does, however, draw from the same source of funds as that which finances the Federal share of the Interstate System—that is, the highway trust fund created by the Federal-Aid Highway Act of 1956. The Committee on Public Works was informed by officials of the Department of Commerce that the highway trust fund is in sound condition and that the highway program is on schedule in relation to the revenues available in the fund. Since July 1, 1956, revenues accruing to the fund have totaled \$20,105 million, and expenditures have totaled \$19,520 million. On May 1, 1964, the balance in the highway trust fund was \$585 million.

The Federal-aid highways, for which authorizations are requested in this bill, extend into every county in the United States. The Federal-aid primary system comprises some 224,630 miles, exclusive of Interstate System mileage, of which 203,298 miles are in rural areas and 21,332 miles are in urban areas. The Federal-aid secondary system consists of 621,189 miles, including 587,659 rural miles, and 16,777 miles of urban extensions. Thus, the total mileage of highways covered under the A-B-C program is over 845,000 miles in systems which carry almost half of all the highway traffic in the Nation.

H.R. 10503 provides the customary formula of allocation for this program, 45 percent for projects on the Federal-aid primary system, 30 percent for projects on the secondary system, and 25 percent for urban extensions of primary and secondary roads.

Within these three categories, the projects which were underway or authorized on March 31, 1964, totaled \$3.9 billion and included construction contracts for more than 21,000 miles. A State-by-State summary of current and completed projects is presented on page 48 of the printed committee hearings. I would also draw the attention of the Members to pages 49 and 50 of the same volume, for the approximate apportionments to each of the States of the funds authorized under S. 2520, a bill similar to H.R. 10503. Since the Committee on Public Works conducted its hearings on the Senate bill, which authorized \$25

million less than the measure before us, the actual apportionments to each of the States will be slightly greater than the amounts listed on pages 49 and 50. The difference will be the increment of the particular State's portion of the additional \$25 million.

In addition to the \$1 billion authorization for the Federal-aid A-B-C program for each of the fiscal years of 1966 and 1967, H.R. 10503 authorizes funds for seven categories of public domain roads. These funds are not drawn from the highway trust fund, but from the budgets of the individual Departments which have jurisdiction over the public lands traversed by the respective roads.

H.R. 10503 would authorize \$33 million for forest highways for each of the fiscal years of 1966 and 1967. These are surfaced, generally two-lane highways, traversing the national forests and are incorporated in the systems of other Federal-aid, State, and county highways in and adjacent to the national forests. Funds available for forest highways are used by the Secretary of Commerce for construction and maintenance, though the individual State highway departments administer these highways in cooperation with the U.S. Forest Service. There are about 25,500 miles of roads on the forest highway system, which is widely used for recreational purposes as well as transporting forest products.

For forest development roads and trails, H.R. 10503 authorizes \$85 million for each of the fiscal years of 1966 and 1967. Forest development roads provide access to national forest lands for the protection, resource development, and multiple-use management of the forests, including increasingly heavy recreational use. As of June 30, 1963, there were 186,241 miles of road and 104,522 miles of trails in the forest development system. It is estimated that when completed the system will consist of approximately 540,000 miles of access roads and about 80,000 miles of trails, with many of the trails having been upgraded to roads.

For public lands development roads and trails, \$2 million is authorized for each of the fiscal years of 1966 and 1967. This is a new category of roads authorized by the Federal-Aid Highway Act of 1962 and administered by the Bureau of Land Management of the Department of the Interior. H.R. 10503 authorizes the same amount as was authorized for these roads in 1964 and \$2 million less than was authorized for fiscal 1965.

For roads and trails in national parks, H.R. 10503 authorizes \$23 million for each of the fiscal years of 1966 and 1967, as compared with \$25 million authorized for fiscal 1965. These roads and trails are under the jurisdiction of the National Park Service of the Department of the Interior.

Also under the jurisdiction of the Park Service, are parkways, for which H.R. 10503 authorizes \$11 million for each of the fiscal years of 1966 and 1967. For fiscal year 1965, \$16 million was authorized for parkways.

H.R. 10503 authorizes \$18 million for each of the fiscal years 1966 and 1967 for Indian reservation roads and bridges.

The road program for the Indian reservations is a vital component of the attack on Indian poverty and serves such diverse activities as the consolidation of schools and the development of mineral, timber, and cattle resources.

One of the two amendments made by the Senate Committee on Public Works was in raising the authorization for public lands highways, the last category of public domain roads. In the Federal-Aid Highway Act of 1962, the Congress authorized \$9 million for these roads for fiscal 1965. Your committee this year raised the authorization from \$3 million to \$9 million, thus restoring it to the level authorized for fiscal 1965. This amendment was offered by the distinguished junior Senator from Utah [Mr. Moss] after the Subcommittee on Public Roads and the full committee had considered carefully the information that there are requests from 30 highway departments requesting approval to finance eligible projects with an estimated total cost in excess of \$66 million.

It was obvious to the committee that the \$3 million originally requested would not even enable the highway departments to maintain activity on those projects already authorized and under construction, such as the Skyline Drive in Oklahoma and Arkansas, the Highland Scenic Highway in West Virginia, and the Tellico Plains-Robbinsville Road in Tennessee and North Carolina and others. Nor would the lesser figure allow us to meet the urgent needs of the State of Utah, as effectively presented in committee by Senator Moss, for the development of access roads to the newly created Glen Canyon Recreation Area in southeastern Utah. For these reasons the committee strongly recommends the authorization of \$9 million for public lands highways for each of the fiscal years of 1966 and 1967.

Section 3 of the bill provides a technical amendment regarding the final completion date of the Interstate System, and would bring the language of that part of the United States Code in conformity with the Federal-Aid Highway Act of 1961.

Section 4 provides technical amendments in paragraph (a) and in paragraph (c).

Paragraph (b) of this section would provide for the use of public lands highways funds for adjacent vehicular parking areas and for sanitary, water, and fire control facilities. This is an identical provision to those for forest highway funds and forest development road funds.

Section 4, paragraph (d), embodies the second of the two amendments which the Committee on Public Works has made on H.R. 10503 as it was received from the House of Representatives. This provision would allow the Forest Service to use forest development roads money on the national grasslands which are also under their jurisdiction. There are some 3.8 million acres in 19 national grasslands which are exposed to increasing recreational use and for which authority is needed to expend funds on roads. This amendment was sponsored by the junior Senator from South Dakota

[Mr. McGOVERN] and was supported in the hearings by representatives of the U.S. Forest Service.

Mr. President, that completes the report from the Committee on Public Works on H.R. 10503. The committee recommends its passage without further amendments.

Mr. LAUSCHE. Mr. President, will the Senator yield for a question?

Mr. RANDOLPH. I yield.

Mr. LAUSCHE. The Senator obviously subscribes to the principle that a trust fund should be in existence, financed by those persons who use the highways.

Mr. RANDOLPH. I subscribe to the principle that user taxes should be committed to such a fund.

Mr. LAUSCHE. I would assume that on the basis of what has been said, the Senator from West Virginia would be loath to eliminate user taxes so long as they are used to improve the general service of the highway users.

Mr. RANDOLPH. That is correct. It is on the foundation of users taxes that our great highway program is able to proceed on a pay-as-you-go basis.

Mr. LAUSCHE. I agree with that completely. I should like now to ask the following question: If that principle is sound with respect to the use of highways, what is the Senator's opinion concerning the advisability of establishing a trust fund that would finance the mass transportation system of our country? If the Senator has not given study to that subject, I shall not press the question.

Mr. RANDOLPH. It is a very complex question and one on which I do not think I could give adequate answer to my cherished friend the Senator from Ohio or to myself which would be meaningful at this time. As the Senator from Ohio knows, the Congress deliberated at great length before arriving at the present formula for the highway trust fund which was established by the Federal-Aid Highway Act of 1956.

Mr. LAUSCHE. I can understand that. I deeply admire the frankness of the Senator from West Virginia.

Yesterday I submitted a resolution providing for the establishment of a committee in the budgetary department of our Government to make a study to determine whether or not there could be established a trust fund financing the mass transportation system on the same basis that a trust fund was established for the development of the Interstate Highway System.

I am delighted at how my majority leader is looking at me—

Mr. MANSFIELD. With interest and pleasure.

Mr. LAUSCHE. I hope it is with affirmation, also.

Mr. RANDOLPH. It might be possible for the Senator from West Virginia to join the Senator, if he would permit, as a cosponsor of such a proposal. I had not known of the resolution until now, but I shall give careful study to its provision within the next few days. Transportation problems are becoming increasingly acute with the congestion in metropolitan areas and the constant increase in population.

Mr. LAUSCHE. I thank the Senator.
Mr. RANDOLPH. I compliment him.
Mr. LAUSCHE. I commend the Senator from West Virginia for what I believe are intense efforts to serve the people of his State.

Mr. RANDOLPH. I thank the Senator from Ohio, who is one of the most conscientious Members of this body.

The PRESIDING OFFICER. The bill is open to further amendment.

If there be no further amendment to be proposed, the question is on the engrossment of the amendments and the third reading of the bill.

The amendments were ordered to be engrossed, and the bill to be read a third time.

The bill was read the third time and passed.

Mr. MANSFIELD. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. RANDOLPH. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

CIVIL RIGHTS—A CONCISE EXPLANATION OF THE CIVIL RIGHTS ACT OF 1964

Mr. HUMPHREY. Mr. President, on Monday, May 25, I inserted in the RECORD "A Concise Explanation of H.R. 7152." The purpose of that statement was to provide Americans with a short and understandable explanation of the civil rights bill as it was passed by the House of Representatives.

The Civil Rights Act of 1964 will be the law of the land by today. I believe that the American people may find useful a similarly brief explanation of the act. On May 25, I said I would offer a revised and updated explanation of the act; and I do so now. I ask unanimous consent that this concise explanation of the Civil Rights Act of 1964 be printed at this point in the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

A CONCISE EXPLANATION OF THE CIVIL RIGHTS ACT OF 1964

CHRONOLOGY OF CONGRESSIONAL ACTION

H.R. 7152 was reported to the House of Representatives on November 20, 1963, by the Committee on the Judiciary after one of its subcommittees had held 22 days of hearings with 101 witnesses and 17 days of executive sessions on a large number of proposals relating to the subjects covered by the bill and to still others not covered by it. The full committee, in turn, held 7 days of executive sessions. Title VII of the bill, relating to equal employment opportunity, is similar to bills which had been considered and reported favorably to the House by the Committee on Education and Labor in 1962 and 1963.

The House of Representatives debated H.R. 7152 for 9 days and passed the bill on February 10 by a vote of 290 to 130. The Senate began debating civil rights on March 9. The Senate Committee on Commerce and the Committee on the Judiciary had held hearings on similar measures during 1963. The Senate imposed cloture on debate on June 10 by a vote of 71 to 29 and passed the bill on June 17 by a vote of 76 to 18. The House of Representatives agreed to Senate amendments on July 2 and President Johnson signed the Civil Rights Act of 1964 on July 2.

WHAT THE ACT PROVIDES AND WHAT IT DOES NOT PROVIDE

Title I—Protection of voting rights

The title provides that tests, standards, etc., which are used to qualify voters in Federal elections may not be used to discriminate on the basis of race, that registration of voters in Federal elections may not be denied because of immaterial errors or omissions in applications, that literacy tests must be administered in writing except where special agreements are made between the Attorney General and State or local officials to administer nonwritten tests to blind or otherwise handicapped people, and that a copy of the literacy test and answers be maintained and given to the applicant upon request. Title I also authorizes the Attorney General or a defendant to ask for trial by a three-judge court in voting cases involving a pattern or practice of discrimination, with provision for direct appeal to the U.S. Supreme Court. Under this title, in any voting rights case a person is presumed to be literate if he has a sixth grade education, but this presumption may be challenged in court by the State—this is called a rebuttable presumption.

The title does not provide that persons not qualified to vote under State law may be permitted to vote. State control over voter qualifications is not impaired, except that those qualifications must apply equally to all citizens regardless of race.

Title II—Public accommodations

The title provides that discrimination because of race, color, religion, or national origin is prohibited in specified places of public accommodation, such as hotels, motels, and other lodging places for transients; theaters, motion picture houses, sports arenas and stadiums; restaurants, cafeterias, and other eating places; gas stations; specialty shops and barbershops in hotels covered by the title; and stores with eating facilities covered by the title. The title permits an aggrieved individual to enforce the right of equal access to places of public accommodation through civil suits for injunction. In the case of complaints arising in States which have laws or regulations prohibiting the types of discrimination covered by this title, the complainant must seek the remedies available under those State or local laws before he can initiate suit in Federal court. In the case of complaints arising in States without such laws, the individual may initiate suit immediately in Federal court and the court may refer the case to the Community Relations Service (created by title X) for voluntary settlement during a maximum period of 120 days. The title provides that complaints are to be settled voluntarily or under State or local law wherever possible. The Attorney General may initiate suit only in cases involving a pattern or practice of discrimination in places of public accommodation. He may request permission to intervene in individual suits which are especially important or far reaching. With provision for determining whether specific establishments are covered, the title applies generally to discrimination supported by State action or exercised by establishments whose business operations affect interstate commerce.

The title does not provide for coverage of small roominghouses with fewer than five rooms for rent and in which the proprietor lives. It does not apply to either the rental or sale of private homes, apartments, or other residential units. It does not apply to doctors', dentists', or lawyers' offices. The title does not provide for criminal penalties nor for suits for money damages. It does not provide for any invasion of a businessman's freedom to set his own standards of conduct, dress, and so forth, for customers except that he may not apply those standards in such a

way as to discriminate because of race, color, religion, or national origin.

Title III—Desegregation of public facilities

The title provides that the Attorney General may initiate or intervene in suits to desegregate public facilities—that is, publicly owned, operated, or managed parks, hospitals, reading rooms, beaches, and so forth—other than schools where aggrieved persons are unable to sue because they are financially unable to do so or are unable to obtain effective legal representation, or because initiation or continuation of a suit might jeopardize the personal safety, employment or economic standing of aggrieved persons, their families, or their property.

The title does not provide for extension of Federal authority into any new areas; it simply improves the legal remedies designed to afford equal protection of the laws as guaranteed by the 14th amendment. It does not allow the Attorney General to act on his own initiative; he must first receive a written and signed complaint indicating that discrimination has occurred and that the complainant is unable to sue for reasons stated above.

Title IV—Desegregation of public education

The title provides that the Attorney General, after receiving a written complaint, and after having certified that local authorities have had a reasonable time to settle a complaint locally, may initiate or intervene in school desegregation cases where students or parents are unable to sue. The title allows the Commissioner of Education to provide technical assistance, grants, and training institutes to help communities prepare for school desegregation, but only if such assistance is requested by local school authorities. The title specifically excludes from the definition of "desegregation" any transportation or busing of students to end racial imbalance. The Commissioner of Education is directed to conduct a survey and report to the President, within 2 years from the enactment of the bill, on the lack of equal educational opportunities by reason of race, color, religion, or national origin in public educational institutions at all levels.

The title does not provide for any measure of Federal control over private schools or over the hiring and firing of public school teachers, the selection of textbooks, or the choice of curriculum. In fact, control of public school systems remains in the hands of local authorities. The title does not prohibit classification or assignment of pupils for reasons other than race, color, religion, or national origin.

Title V—Commission on Civil Rights

The title provides that the Commission, established by the Civil Rights Act of 1957, is extended for 4 years. The title also gives the Commission authority to serve as a national clearinghouse for information concerning denials of the equal protection of the laws and to investigate charges that patterns or practices of fraud or discrimination exist in Federal elections. Certain minor procedural and technical changes are also included in this title.

The title does not provide any enforcement powers for the Commission. It remains an information-gathering and investigative body, with extensive procedural safeguards for persons involved in investigations of discrimination. The title prohibits the Commission from investigating possible discrimination by fraternal organizations, fraternities, sororities, private clubs, or religious organizations.

Title VI—Nondiscrimination in federally assisted programs

The title provides that no person in the United States shall be excluded from partici-

pation in or otherwise discriminated against because of race, color, or national origin under any program or activity receiving Federal financial assistance other than contracts involving insurance or guarantee. Specifically, the title enables Federal agencies administering programs to terminate or to refuse to grant or to continue assistance under a program in which there has been an express finding of noncompliance by discrimination, but agencies may take such action only after they have attempted to bring about compliance by voluntary means, and only after a hearing. Agency actions to cut off funds may not take effect until 30 days after a report is filed with Congress, and agency actions are subject to judicial review. Any agency rules or regulations issued under this title must be approved by the President.

The title does not provide for action against individuals receiving funds under federally assisted programs—for example, widows, children of veterans, homeowners, farmers, or elderly persons living on social security benefits. The title is directed toward agencies administering such funds in a discriminatory way, not toward recipients themselves. The title does not provide for withdrawal of all Federal assistance to a State or community which discriminates in a particular program.

Title VII—Equal employment opportunity

The title provides that employers, labor unions, and employment agencies whose activities affect interstate commerce are prohibited from discriminating on the basis of race, color, religion, sex, or national origin. Discrimination prohibited by this title includes failure or refusal to hire, or fire; discrimination in pay or in terms and conditions of employment; referral, classification, or segregation of employee or of union members; exclusion or expulsion from union membership; discrimination in apprenticeship or training programs; printing or publishing job notices indicating preferences—all based on race, color, religion, sex, or national origin. Such discrimination is defined as unlawful employment practices. The enforcement of provisions dealing with unlawful employment practices is not authorized until 1 year after the act has been passed. During the first year of enforcement, coverage includes employers and unions with 100 or more employees or members, and proceeds in stages over 3 years to include those with 25 or more employees or members.

The title creates a bipartisan, five-member Equal Employment Opportunity Commission, appointed by the President and confirmed by the Senate, to investigate complaints and to bring about voluntary settlement. If an individual complaint of discrimination occurs in a State or locality with laws prohibiting the same acts of discrimination covered by this title, the State or local enforcement agency must be given up to 60 days (120 days in places where the State or local law has been in effect less than a year) to adjust the complaint or to terminate proceedings on it. Thereafter the complainant may file a charge with the Commission, and the Commission must attempt to bring about voluntary settlement within from 30 to 60 days. Failing voluntary settlement, the Commission must notify the complainant, who then has 30 days to bring civil—not criminal—suit in Federal court.

The court may delay proceedings for up to 60 days pending final action under State or local law or further efforts at conciliation by the Commission. The court may, on application, appoint an attorney for the complainant and permit proceedings without payment of fees or costs. The burden of proof that discrimination has occurred rests with the complainant. The relief available is a court order enjoining the offender from engaging

further in discriminatory practices and directing the offender to take appropriate affirmative action; for example, reinstating or hiring employees, with or without back pay. The Attorney General may intervene, with the court's permission, in an individual suit whenever he has reason to believe that a pattern or practice of discrimination prohibited by this title is taking place. The Commission may require employers, labor unions, and employment agencies to keep and preserve records and to make reports which will assist the Commission in carrying out the purposes of the title.

The title does not provide that any preferential treatment in employment shall be given to Negroes or to any other persons or groups. It does not provide that any quota systems may be established to maintain racial balance in employment. In fact, the title prohibits preferential treatment for any particular group. Any person, whether or not a member of a minority group, is permitted to file a complaint of discriminatory employment practices. The title does not provide for the reinstatement or employment of a person, with or without back pay, if he was fired or was refused employment or promotion for any reason other than discrimination prohibited by this title. The title contains no provisions which jeopardize union seniority systems, nor does the title permit the Government to control the internal affairs of employers or labor unions.

Employers continue to be free to establish their own job qualifications provided they do not discriminate because of race, color, religion, sex, or national origin. The title does not prohibit an employer from hiring persons of a particular religion, sex, or national origin where religion, sex, or national origin is a bona fide occupational qualification. The title does not apply to the employment of aliens outside a State, employment of individuals by religious corporations, associations, or societies for religious work, employment of individuals by educational institutions for educational work, employment of Indians by Indian enterprises on or near Indian reservations, nor to nonprofit private membership clubs. The title does not affect any laws creating special rights for veterans.

Title VIII—Registration and voting statistics

The title provides that the Secretary of Commerce shall conduct a survey to compile registration and voting statistics in geographic areas recommended by the Commission on Civil Rights. The survey will include a count of persons of voting age by race, color, and national origin, and a determination of the extent to which such persons are registered to vote and have voted in statewide elections in which Members of the House of Representatives have been nominated or elected since January 1, 1960. The title provides that no person may be compelled to disclose his race, color, national origin, political party affiliation, how he voted or why, and requires that information obtained in the survey be kept confidential.

Titles IX, X, and XI—Removal proceedings in civil rights cases, establishment of a community relations service, and miscellaneous

Title IX provides that the orders of Federal courts sending certain civil rights cases back to State courts shall be reviewable on appeal. The title also provides that the Attorney General may intervene in private suits brought by persons seeking relief from a denial of equal protection of the law because of race, color, religion, or national origin if the Attorney General certifies that the case is of general public importance.

Title X provides for the establishment of a Community Relations Service in the Department of Commerce. The Service will assist local communities in attempting to resolve

disputes relating to discriminatory practices. Such assistance can be offered upon the request of local officials or upon the initiative of the Service, but no further powers are provided.

Title XI provides that in any criminal contempt proceedings arising in any cases under the act except voting rights (title I) cases, defendants shall be entitled to a jury trial, and that sentences under criminal contempt proceedings may not exceed 6 months' imprisonment and a \$1,000 fine. The title provides that no person may be subjected to both criminal proceedings and criminal contempt proceedings in Federal courts for the same act or omission, and that no person may be convicted for criminal contempt unless it is proved that his act or omission was intentional. The title also provides several customary sections, including an authorization for appropriations to carry out the purposes of the act; a severability clause, which provides that if any provision of the act is held invalid the rest of the act will not be affected; and a standard preemption clause, which provides that nothing in the act shall be construed as indicating congressional intent to occupy the field to the exclusion of State laws on the same subject.

THE 40TH ANNIVERSARY OF THE FOREIGN SERVICE

Mr. HUMPHREY. Mr. President, the United States has responsibilities and commitments which span the globe. Since the close of World War II, there has been a vast expansion of the American role in world affairs. This increased power, responsibility, and involvement in the affairs of the world have provided a great challenge to the men and women charged with the conduct of our foreign relations. These men and women must constantly be prepared to deal with situations of rapid and far-reaching change. Diplomatic relations today demand more than the classical tools of diplomacy; we need a broad range of skills and experience. The fact that the Foreign Service has been able to provide these needed skills and experience is due in large degree to the members of the Department of State and of the Congress, through whose efforts the modern Foreign Service has evolved.

I am pleased, therefore, to take part in this salute to the Rogers Act on this its 40th anniversary. I congratulate and commend our Foreign Service. Representative Rogers and Assistant Secretary Carr, the fathers of the act, clearly saw that the administrative inefficiency fostered by separate Diplomatic and Consular Services handicapped the effective conduct of our foreign affairs. The Rogers Act, in producing a unified Foreign Service whose members were to be selected and promoted on the basis of merit alone, corrected this problem, and laid the foundation of the dynamic, mobile Foreign Service which we know today. It has served America with competence, loyalty, and patriotic devotion.

This week we celebrate the 40th anniversary of the Rogers Act. It is most appropriate that this act receive our attention, since it forms the basis of the Foreign Service of modern times.

Until 1924 the diplomatic service and the consular service were separate entities—a situation which fostered inefficiency and waste of manpower. As a re-

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HIGHLIGHTS: Senate passed meat-import restrictions bill. Sen. Bennett criticized USDA's "Consumer's Quick Credit Guide." House agreed to resolution for consideration of wilderness bill. House acted on Senate amendments to road authorization bill. House Rules Committee cleared poverty bill.

HOUSE

1. ALASKA. Conferees were appointed on S. 2881, the Alaska relief bill. Senate conferees had already been appointed. p. 16630
2. WILDERNESS. Agreed to resolution providing for consideration of H.R. 9070, to establish a Wilderness Preservation System. pp. 16648-9
3. RECREATION. Rep. Halleck inserted his testimony before the Subcommittee on Public Lands in opposition to S. 2249, to establish the Indiana Dunes National Lakeshore. pp. 16651-3

4. POVERTY. The Rules Committee granted an open rule, with 6 hours of debate, on H.R. 11377, the poverty bill. p. D600
Rep. Cleveland criticized the poverty program and inserted an editorial, "Poor Excuse." p. 16655
Rep. Fogarty inserted an article, "Poverty and Health: A Vicious Circle," which discusses the effects of poor health on work capacity. p. 16658
5. DISASTER RELIEF; FEED. Both Houses received from this Department a proposed bill to facilitate pricing of feed made available for use in emergency areas, to establish penalties for misuse of feed made available for relieving distress or for preservation and maintenance of foundation herds; to House Agriculture and Senate Agriculture and Forestry Committees. pp. 16507, 16662
6. RECLAMATION. The Interior and Insular Affairs Committee reported with amendment H.R. 1003, to make certain provisions in connection with the construction of the Garrison diversion unit, Missouri River Basin project (H. Rept. 1606). p. 16662
7. FORESTRY; PERSONNEL. The Judiciary Committee reported with amendment H.R. 3800, to authorize the waiver of collection of certain erroneous payments made by the Federal Government to certain civilian and military personnel (H. Rept. 1617); and H. R. 11546, without amendment, to validate certain payments made to employees of the Forest Service (H. Rept. 1620). p. 16662
8. LANDS; FORESTRY. The Agriculture Committee reported with amendment H.R. 4242, to provide for the release and transfer of all right, title, and interest of the U.S. in and to certain FHA tracts of land in Pender County, N.C. (H. Rept. 1621); H. R. 10069, without amendment, to authorize the exchange of lands adjacent to the Lassen National Forest in Calif. (H. Rept. 1623); and S. 2218, without amendment to authorize the Secretary of Interior to accept the transfer of certain national forest lands in Cocke County, Tenn. (H. Rept. 1624). p. 16662
9. INSPECTION SERVICES. The Agriculture Committee reported without amendment H.R. 9180, to enable the Secretary of Agriculture to furnish, upon a reimbursable basis, certain inspection services involving overtime work (H. Rept. 1622). p. 16662
10. MINERALS. The Interior and Insular Affairs Committee voted to report with amendment (but did not actually report) H. R. 8960, to promote the development of coal on the public domain. p. D599
11. ROADS. Agreed to certain Senate amendments with amendments to H. R. 10503, to authorize 1966-1967 appropriations for roads, including forest development roads and trails. Agreed to an amendment to authorize the use of forest development road funds on the national grasslands which are administered by the Forest Service in order to develop the national grassland areas for recreational purposes. p. 16631
12. TREASURY-POST OFFICE AND EXECUTIVE OFFICE APPROPRIATION BILL, 1965. Both Houses agreed to the conference report on this bill, H. R. 10532. The bill will now be sent to the President. pp. 16631-9, 16614-16

TO ESTABLISH A NATIONAL WILDERNESS PRESERVATION SYSTEM

Mr. COLMER, from the Committee on Rules, reported the following privileged resolution (H. Res. 804, Rept. No. 1603), which was referred to the House Calendar and ordered to be printed:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 9070) to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interior and Insular Affairs, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider the substitute amendment recommended by the Committee on Interior and Insular Affairs now in the bill and such substitute for the purpose of amendment shall be considered under the five-minute rule as an original bill. At the conclusion of such consideration the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any member may demand a separate vote in the House on any of the amendments adopted in the Committee of the Whole to the bill or committee substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

AUTHORIZING APPROPRIATIONS FOR CONSTRUCTION OF CERTAIN HIGHWAYS

Mr. FALLON. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 10503) to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, with Senate amendments thereto and consider the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 3, line 6, strike out "\$3,000,000" and insert: "\$9,000,000".

Page 3, line 7, strike out "\$3,000,000" and insert: "\$9,000,000".

Page 4, after line 5, insert:

"(d) The first sentence of subsection (a) of section 205 of title 23, United States Code, is amended to read as follows: 'Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the costs of construction and maintenance thereof, including roads and trails on experimental and other areas under Forest Service administration.'"

The SPEAKER. Is there objection to the request of the gentleman from Maryland?

There was no objection.

Mr. FALLON. Mr. Speaker, I move that the House concur in Senate amendment No. 1 with an amendment.

The Clerk read as follows:

Mr. FALLON moves to concur in Senate amendment No. 1 with an amendment, as follows: Strike out "\$9,000,000" and insert in lieu "\$7,000,000".

Mr. FALLON. Mr. Speaker, I yield such time as he may desire to the gentleman from Florida [Mr. CRAMER].

Mr. CRAMER. Mr. Speaker, I support this amendment to the Senate amendment. It reduces by some \$2 million a year the Senate figure for the public domain highway program as a saving of \$4 million over the Senate bill. The House figure for 1966 and 1967 was \$3 million each. The Senate increased it to \$9 million each. This is a compromise between the two by reducing it to \$7 million each.

This adds only \$8 million to a bill that carries authorization of \$1,283 million. This \$8 million increase I think is justified as a compromise between the two bills without going to conference. I think it can be fully justified particularly in view of the necessity for immediate action on this if State apportionments are to be made in time to prevent holding up the program, and, therefore, I support the motion.

This is the only matter in controversy in any way between the House and Senate, is that correct?

Mr. FALLON. The gentleman is correct.

Mr. CRAMER. In this regular 2-year authorization bill for Federal aid to highways, which exceeds \$2 billion, we are increasing it \$8 million over a 2-year period, requiring the Senate to reduce it by \$4 million, which I think is a reasonable compromise.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. FALLON. I yield to the gentleman from Iowa.

Mr. GROSS. I would like to ask the gentleman from Maryland if the Senate amendments and the amendments that may be proposed by the gentleman are germane to this bill?

Mr. FALLON. Yes, they are.

The SPEAKER. The question is on the motion offered by the gentleman from Maryland.

The motion was agreed to.

Mr. FALLON. Mr. Speaker, I move that the House concur in Senate amendment No. 2, with an amendment.

The Clerk read as follows:

Mr. FALLON moves to concur in Senate amendment No. 2 with an amendment as follows: Strike out "\$9,000,000" and insert in lieu thereof "\$7,000,000".

The motion was agreed to.

Mr. FALLON. Mr. Speaker, I move that the House concur in Senate amendment No. 3.

The motion was agreed to.

A motion to reconsider the votes by which action was taken on the several motions was laid on the table.

CATALINA PROPERTIES, INC.

Mr. ASHMORE. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 2262) for the relief of Catalina Properties, Inc., with Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment, as follows:

Page 1, line 3, after "That" insert "in accordance with the findings of fact of the United States Court of Claims in the case of *Catalina Properties, Inc. v. The United States*, Congressional No. 12-60 decided July 18, 1962,".

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

TREASURY AND POST OFFICE DEPARTMENTS, THE EXECUTIVE OFFICE OF THE PRESIDENT, AND CERTAIN INDEPENDENT AGENCIES APPROPRIATION BILL, 1965

Mr. GARY. Mr. Speaker, I call up the conference report on the bill (H.R. 10532) making appropriations for the Treasury and Post Office Departments, the Executive Office of the President, and certain independent agencies for the fiscal year ending June 30, 1965, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of July 23, 1964.)

Mr. GARY. Mr. Speaker, I yield myself 5 minutes.

Mr. Speaker, it has been my privilege to present the conference report on this bill to the House for more than a decade. I want to say that this is one of the best reports that I have presented during that entire time.

The House appropriated \$6,225,420,000, which was a cut of \$46,571,000 in the budget request. The conference report recommends \$6,233,273,000, which is only \$7,853,000 more than the House figure. Of that \$7,853,000, \$6,100,000 is for the Coast Guard. Frankly, I think this is a good addition. The House will remember that we cut the appropriation of the Coast Guard for capital outlay for ships and other facilities \$10 million. The Senate restored the \$10 million, and we compromised on \$5 million in the conference. We also authorized \$270 million for operations and the conference added \$1,100,000, which I am sure the Coast Guard can spend to good advantage.

We agreed to an additional \$550,000 for the Bureau of Customs. This is to take care of additional customs workload at this time.

It is true our foreign trade and travel have greatly increased and this has resulted in an additional workload for the Bureau of Customs.

The other \$600,000 is an item with which I do not agree and in which I have reluctantly concurred. That is the item of \$600,000 for the minting of silver dollars.

Very frankly, I do not think that any silver dollars should be minted at the present time. We have a tremendous shortage of small coins and I feel that to take the presses off of the minting of small coins and to put them at this time on minting silver dollars would be a mistake.

In addition to that, the value of the silver in a silver dollar today is more than the value of the dollar coin. Therefore, I think that no further silver dollars should be minted until the silver content in the dollar coin has been reduced.

Mr. JONAS. Mr. Speaker, will the gentleman yield?

Mr. GARY. I am glad to yield to the gentleman.

Mr. JONAS. Mr. Speaker, the gentleman has referred to the matter of the shortage of coins. I am sure other Members share my experience. I am receiving complaints about the coin shortages from banks all over my district and all over the State. Can the gentleman inform the House whether there is any improvement in that situation?

Mr. GARY. I will say to the gentleman there has been a very great improvement and that even greater improvement is now being planned. The situation is that we have expanded the mints just as far as they could be expanded, and there will be an increase in the manufacture of coins this year.

But the Bureau of the Mint is now working on a plan that will practically double the number of new coins that we estimated in our bill.

Mr. JONAS. Of course, the new mint being funded in the new bill will not be ready for use until next year, but there has been a step-up of activity in existing mints which is helping to correct this shortage.

Mr. GARY. They are stepping up the activities at the present time which will greatly increase the number of coins manufactured. When we get the new mint, of course, that will solve the entire problem.

However, I must be frank and say to the gentleman, I do not think the activities planned thus far will completely solve the problem but they will relieve it to a very great extent while the new mint is being built.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. GARY. I yield to the gentleman from Iowa.

Mr. GROSS. Is it true or not true that a rather substantial amount of our minting facilities are being used to produce coins for foreign countries?

Mr. GARY. It is not true. We are not manufacturing any foreign coins at the present time.

Mr. Speaker, as I say, I do not agree that it is advisable to resume the minting of silver dollars at the present time. But when the conferees met, as the chairman of the House conferees, I was presented with this letter which I would like to read into the Record at this time. A similar letter was handed to the chairman of the Senate conferees. It is from the Secretary of the Treasury, the Honorable Douglas Dillon. The letter reads as follows:

THE SECRETARY OF THE TREASURY,

Washington, July 23, 1964.

The Honorable J. VAUGHAN GARY,
Chairman, House Subcommittee on Appropriations, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: In connection with the coming conference on Treasury appropriations, there is in disagreement, as you know, an item of \$600,000 for the manufacture of 45 million silver dollars in fiscal 1965. I wanted to reemphasize the interest of the Treasury Department in securing approval of this item.

While I know you are familiar with our problem, I wanted to reassure you that the administration feels it important to continue the use of the silver dollar, as it is one of the six standard coins prescribed by law, and is particularly used as an ordinary and traditional medium of exchange in many Far Western States. Also, use of the silver dollar will, to a great extent in the West at least, alleviate the heavy demands we have had on the quarter and 50-cent pieces. This eventually will about balance out the use of silver, as the minting of enough halves and quarters to substitute for the 45 million silver dollars will take almost as much metal for the same end use.

You are fully aware of the Treasury's "crash program" for the minting of some 8 billion coins this fiscal year, with still higher production planned for fiscal 1966. Under this program we are acquiring many presses from the Department of Defense, GSA, and private industry and converting them for emergency use, although they will not be suitable nor economical on a long-range basis. With these presses now, however, and the continued purchase of bronze and nickel strip, we will be able to produce the 45 million silver dollars without cutting down on the production of coin of smaller denominations.

Present plans call for the minting of the dollars, if approved, at the Denver Mint only, using an old design and the 1964 date, if the bill for that purpose becomes law, as we hope will be the case.

If this item is approved in our appropriation bill it would be our policy to distribute the silver dollars through the Federal Reserve banks in the West where they are used as a medium of exchange. We would not use them in redemption of silver certificates at the Treasury.

Thank you for your past assistance in this matter, and whatever you can do in the conference to help secure approval of this \$600,000 item will be doubly appreciated.

Sincerely yours,

DOUGLAS DILLON.

Mr. JONAS. Mr. Speaker, will the gentleman yield?

Mr. GARY. I yield to the gentleman from North Carolina.

Mr. JONAS. I notice that the Secretary said in his letter the minting of 45 million silver dollars would not result in a curtailment of the stepped up plans for minting dimes, nickels, quarters and half dollars. Is that the gentleman's understanding? Can the gentleman give the House any assurance that the minting of the dollars will not add to the coin shortage which now exists?

Mr. GARY. I can only give the gentleman and the House the assurance of the Secretary of the Treasury. I believe he is a very able and honest and conscientious man. I accept his word. That is what he says in the letter.

Mr. JONAS. Is it the opinion of the gentleman, who is an expert on this subject—that is why I am asking him for information—that we can mint these ad-

ditional silver dollars and at the same time increase our minting of other coins so as to alleviate the shortage?

Mr. GARY. I believe that can be done, but I must say I do not see how they are going to be able to mint silver dollars without to some extent cutting down the additional output which had been contemplated.

Mr. JONAS. That has worried me.

Mr. GARY. It is not possible to use presses for two purposes at the same time.

Let me say, however, that they first requested funds for 150 million silver dollars. We have compromised with the Senate on that. Under this bill, as presented, funds will be provided for the minting of only 45 million. We have cut the original request more than 66⅔ percent.

Mr. JONAS. I merely wish to say, if the gentleman will permit, that I am informed by some banks in my own district that they are being rationed, and have been for some time, and their ability to acquire new coins is limited. There is a serious and growing shortage which concerns them very much indeed.

Mr. GARY. No one has been more concerned with this situation than I have been, but I do believe this is a reasonable solution to the problem; probably the only practical solution available.

Mr. YOUNGER. Mr. Speaker, will the gentleman yield?

Mr. GARY. I yield to the gentleman from California.

Mr. YOUNGER. I would like to ask a question as to whether or not your committee is favorable to this idea that seems to be prevalent with the other body that the date of coinage, 1964, shall be continued ad infinitum.

Mr. GARY. I am happy to say that is not an appropriation question and we are very glad to leave the consideration of that question to the legislative committees and the decision to the Congress. We have taken no position whatever on that question.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. GARY. I will be glad to yield to the gentleman from Iowa.

Mr. GROSS. What is the gentleman's understanding as to the annual deficit at the present time in the operation of the Post Office Department?

Mr. GARY. As to the actual deficit at the present time?

Mr. GROSS. The annual deficit. Yes, the actual deficit in the Post Office Department as of the present time.

Mr. GARY. When you take off the public service, to which I have never agreed, it is approximately \$250 million.

Mr. GROSS. I am afraid the gentleman's figures are a little low.

Mr. GARY. If you add the public service, it is higher.

Mr. GROSS. I understand, and I thoroughly agree with the gentleman on the public service feature. That is supposed to be some \$400 million now.

Mr. GARY. That is right. Approximately.

Mr. GROSS. That would mean we had a deficit before the last pay increase bill for the Post Office Department of some \$200 million to \$250 million, as I remember it.

Senate July 31, 1964

Passed as reported S. 1531, to increase the appropriations authorization for the completion of the construction of the irrigation and power systems of the Flathead Indian irrigation project, Mont. p. 16948

The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 1658, authorizing construction of the Central Arizona project, Ariz. and N. Mex. p. D617

19. PUBLIC WORKS APPROPRIATION BILL, 1965. A subcommittee of the Appropriations Committee approved for full committee consideration this bill, H. R. 11579. p. D617
 20. LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 5498, authorizing sale of public lands not needed for Federal program requirements; and H. R. 8070, to establish a Public Land Law Review Commission to study existing laws and procedures relating to administration of the public lands. p. D617
 21. WOOL. Passed as reported S. 1778, permitting wool products to be sold without a label whenever disclosure of wool fiber content is not necessary for the protection of the consumer. p. 16974
 22. TECHNOLOGY. Passed as reported H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. pp. 16985-91
 23. ROADS. Concurred in the House amendments to the Senate amendments on H. R. 10503, the road authorization bill. This bill will now be sent to the President. pp. 17006-7
 24. HOUSING; LOANS. Passed with amendments S. 3049, the housing bill (pp. 16984-5, 16992-020). This bill includes provisions to extend certain rural housing programs (under Secs. 511, 512, 513, and 515 of the Housing Act of 1949) until October 1, 1965; authorize \$150,000,000 additional for direct housing loans administered by the Farmers Home Administration; increase from \$100,000 to \$300,000 the maximum amount of a loan which may be insured under Sec. 515 (b) for rental housing and related facilities for the elderly in rural areas; make immigrant farm laborers permanently residing in the U. S. after legal entry for permanent residence, as well as citizen farm laborers, eligible to occupy housing financed with loans under Sec. 514(f) of the Housing Act of 1949; and authorize grants for low-rent housing for domestic farm labor. Rejected, 19-64, an amendment by Sen. Tower to substitute a more limited version for the bill as reported (pp. 16999-007).
- SENATE - August 1
25. FOREIGN AID. Continued debate on H. R. 11380, the foreign-aid authorization bill. pp. 17103, 17132-35
 26. EDUCATION. Passed without amendment S. 3060, to amend the National Defense Education Act, including a 3-year extension of that Act, and a 2-year extension of impacted-areas education legislation. pp. 17103-19
 27. METEOROLOGICAL SERVICES. Passed without amendment S. 970, to authorize the Secretary of Commerce to utilize funds received from State and local governments for special meteorological services. p. 17132

28. RESEARCH. Sen. Carlson stated that "the enormously productive agriculture of the United States today rests directly upon the research and educational effectiveness of the land-grant colleges and universities and the Department of Agriculture," and inserted an editorial on the subject. pp. 17087-8
29. ECONOMY. Sen. Humphrey inserted two articles discussing the President's optimism over economy. pp. 17090-1
30. COFFEE. Sen. Douglas called attention to the fact that coffee prices increased approximately one-half cent per pound in the day following the passage of the "coffee bill," stated that "this is only the beginning," and urged a close watch on what happens to coffee prices. p. 17136
31. RECLAMATION. Passed without amendment H. R. 1892, to repeal the Pittman Act of 1919 which had provided for grants of public lands in Nev. in order to encourage reclamation of desert lands. This bill will now be sent to the President. p. 17130
32. AJOURNED until Mon., Aug. 3. p. 17136

ITEMS IN APPENDIX

33. WILDERNESS. Extension of remarks of Rep. Fraser expressing his "unequivocal support" for the wilderness bill. pp. A4035-6
34. COTTON. Rep. Teague inserted an address by B. C. Jackson, general chairman of the 25th annual American Cotton Congress, "Cotton's Past, Present, and Future." pp. A4039-40

BILLS INTRODUCED

35. RECREATION. S. 3054, by Sen. McGee, to establish the Flaming Gorge National Recreation Area in the States of Utah and Wyoming; to Interior and Insular Affairs Committee
36. FOREIGN TRADE. S. Con. Res. 91, by Sen. Douglas, to express the sense of the Congress that the United States should, on agricultural commodities as well as other commodities, bargain and negotiate in good faith as it is pledged to do under the Reciprocal Trade Act; to Finance Committee. Remarks of author, pp. 16900-1

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COMMITTEE HEARINGS AUG. 3:

Agricultura appropriations, S. Appropriations (exec. - to mark up).
Proxmire dairy bill, H. Agriculture.
Pay bill, conferees (exec).

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place in the National Defense Education Act for fellowships for city planners, and that I would have to go back to the Housing Committee to have it put into a bill reported by that committee.

So the years rolled by. The end has now come, and we shall finally be able to get a start on a badly needed program to bring assistance in an area in which an important skill is in critical short supply.

In the July 25 issue of Business Week there is an interesting article entitled "What It Takes To Be a City Planner." I ask unanimous consent that a copy of that article be printed at this point in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

WHAT IT TAKES TO BE A CITY PLANNER

In terms of manpower, city planning today stands where engineering did a few years ago: Demand far exceeds supply. So brisk is the market for planners that starting salaries for last year's graduates averaged \$7,369 for those with master's degrees, \$8,850 for Ph. D.'s—with a top of about \$15,000.

Such salaries, plus the exciting challenge presented by rapid urbanization, attract increasing numbers to the planning schools. Yet their graduates come nowhere near filling the available jobs. Last year U.S. planning schools awarded 200 master's degrees, 5 Ph. D.'s, 76 undergraduate degrees—but demand for trained planners exceeded 500 jobs. This year, with less than 400 degrees in all awarded, demand is still higher.

The U.S. job competition is even livelier, since more than a fifth of full-time graduate planning students are noncitizens.

POSTWAR RISE

The growth of education for city planning, like planning itself, is largely a postwar phenomenon. More than two-thirds of the 2,272 planning degrees granted since 1931 were awarded in the past 6 years. There are 31 U.S. universities now offering programs in planning—but 24 entered the field after 1945, 8 in 1958 or later.

Harvard was the pioneer. It offered the first planning degree in 1927 and set up its graduate program 4 years later. Though it boasts 17 of the 40 doctorates in the profession, it has been outstripped in overall numbers by newcomers. The University of Pennsylvania, starting 13 years ago, heads the list with 88 graduate students to Harvard's 55.

SOCIAL TREND

City planning education started with design and engineering, but has moved more and more toward social studies. A sizable number of architects and engineers still take it up, but graduate students come increasingly from liberal arts backgrounds—economics, political science, sociology. This year more than half the planning students at the University of California held undergraduate degrees in social studies.

Prof. John W. Dyckman, chairman of Cali-

fornia's Center for Planning and Development Research, notes that this reflects changes in the profession; a planner today gets involved in poverty programs, integration, problems of the aged.

Another shift is in the age of students, says Prof. Gerald Carrothers, acting head of the University of Pennsylvania's Department of City Planning. Ten years ago graduate students averaged in the midthirties. Now more and more come direct from college.

FORTY-THREE YEARS' WORK

What does a planner need to learn? "Ideally," says William Nash, chairman of Harvard's Department of City and Regional Planning, "a potential planner should have a strong liberal arts background with good math." Harvard has returned to a 3-year curriculum after trying the 2-year course most schools offer. "Two years," insists Nash, "is not enough to teach architects social science, and vice versa."

"Trouble is," quips Prof. John T. Howard, head of MIT's Department of City and Regional Planning, "that if a planner had everything he needed to practice, he would need 43 years of graduate work."

BUSINESS AID

Graduate planning fellowships are relatively few—about 23 percent of graduate enrollment, the American Society of Planning Officials found in 1962-63, compared to 48 percent in engineering.

So far, only a handful of companies offer fellowships. The Sears, Roebuck Foundation program, now in its eighth year, is most extensive, has made 55 grants costing, through September 1963, about \$250,000. The Pittsburgh Plate Glass Foundation has given three 2-year fellowships each year since 1962. The Lasker Fellowship Trust has given 10 scholarships, the State of Tennessee 7. The organization called Action, Inc., or the National Council for Good Cities, is working to stimulate more business support.

Last week Action announced a \$1 million grant by the Richard King Mellon Charitable Trusts, to be divided among 10 graduate schools.

Mr. CLARK. I point out the statement that:

Yet their graduates come nowhere near filling the available jobs. Last year U.S. planning schools awarded 200 master's degrees, 5 Ph. D.'s, 76 undergraduate degrees—but demand for trained planners exceeded 500 jobs. This year, with less than 400 degrees in all awarded, demand is still higher.

Continuing to read from the article:

More than two-thirds of the 2,272 planning degrees granted since 1931—

Which is when the program began—were awarded in the past 6 years. There are 31 U.S. universities now offering programs in planning.

Many of the students are foreign students who do not stay in this country at all but return to the country of their origin. It is perfectly clear that not only the demand for city planners is very high indeed—far greater than the

supply—but also, more than that, the career which is open to city planners is a rewarding one both in terms of compensation and in the great contribution which can be made to the civilization of our time, including the rebuilding of our cities.

I hope very much that section 806 will be retained in the bill.

I yield back the remainder of my time, if any.

Mr. TOWER. I yield back the remainder of my time.

Mr. LAUSCHE. Mr. President, will the Senator yield for a few questions?

The PRESIDING OFFICER. Does the Senator yield time?

Mr. SPARKMAN. Mr. President, how much time have I left?

The PRESIDING OFFICER. The Senator has 7 minutes remaining on the amendment.

Mr. SPARKMAN. I yield myself 3 minutes.

Mr. LAUSCHE. The Senator from Virginia [Mr. ROBERTSON] stated that the original recommendation was for an authorization of \$9 billion; that the bill pending before the Senate has reduced that amount to \$2.5 billion, and that in that \$2.5 billion is provided \$1.4 billion for public housing.

I have looked through the report to ascertain just how this \$2.5 billion is made up. Is it in the report?

Mr. SPARKMAN. On page 58 of the report a table is set out showing how that figure is made up.

In arriving at the large figure, the Senator from Virginia has multiplied the cost of each unit of public housing by the total number of units and included that in the cost over a period of 40 years. That is an unusual way of doing it.

The Government does not pay the cost of the units. The units are paid for under a plan whereby a city authority issues 40-year bonds, which are amortized from rent payments and from subsidies. What the Government does is to issue a guarantee to make up the difference between what the tenants are able to pay in rent under the regular formula and the necessary amounts for meeting the cost of operating the project and paying the amortization costs on the bonded indebtedness.

Mr. LAUSCHE. The table on page 58 of the report shows a breakdown as it has been assigned to separate items.

Mr. SPARKMAN. Yes.

Mr. LAUSCHE. I ask unanimous consent that it be printed in the RECORD at this point.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Summary of program authorizations and budgetary impact through Oct. 1, 1965

[In millions]

Program	Authorizations		Budgetary impact ²	
	Type ¹	Amount	New obligational authority	Net expenditures or receipts (-)
Low income housing programs:				
Low income housing program.....	CA	\$36.0	None	None
Relocation assistance:				
Families and elderly individuals.....	CA	\$ (.2)	None	None
Businesses.....	CA	\$ (.3)	\$0.1	\$0.1
Additional subsidy for displacees moving into public housing.....	CA	\$ (.6)	.3	.3
Low income housing demonstrations.....	CA	5.0	3.0	.3
Urban renewal programs:				
Title I grant authorization.....	CA	850.0	850.0	4.0
Demonstration grant limitation.....	CA	\$ (5.0)	\$ (5.0)	.1
Relocation assistance:				
Families and elderly individuals.....	CA	\$ (26.0)	\$ (26.0)	5.0
Businesses.....	CA	\$ (58.0)	\$ (58.0)	15.0
Urban planning assistance.....	AA	30.0	30.0	2.0
Community development programs:				
Public works planning advances.....	AA	20.0	20.0	3.0
Open space land grants.....	CA	25.0	25.0	None
Loans for advance acquisition of land for public improvement.....	BA	(⁴)	None	5.0
Special housing programs:				
Direct loans for housing for the elderly.....	AA	75.0	50.0	2.0
Nonprofit nursing homes.....	IA	None	(⁴)	(⁵)
Fellowships in city planning and urban studies.....	AA	1.5	.8	.8
Sale of participation certificates in FNMA mortgage pool.....	(⁶)	(⁶)	None	-200.0
Subtotal, HHFA.....		1,042.5	979.2	-162.4
Farm housing programs:				
Direct loan programs (sec. 511).....	BA	150.0	150.0	145.0
Grants for low rent housing for domestic farm labor.....	AA	10.0	10.0	8.0
Sale of participation certificates in VA mortgage pool.....	(⁶)	(⁶)	None	-100.0
Subtotal, other agencies.....		160.0	160.0	53.0
Grand total.....		1,202.5	1,139.2	-109.4

¹ Type of authorization:

AA—Authorization for appropriations.

BA—Borrowing authorization.

CA—Contract authorization.

IA—Insurance authorization.

² New obligational authority and net budget expenditures estimates are confined to period between date of enactment and Oct. 1, 1965, which is the expiration date specified for many of the program authorizations in the proposed act.³ Parentheses indicate nonadd items funded from total urban renewal title I grant authorization or from total public housing annual contributions authorization.⁴ Program would be funded from existing authorization for public facility loans.⁵ Not applicable.

Mr. SPARKMAN. Mr. President, the Senator from West Virginia [Mr. RANDOLPH] wishes to submit a unanimous-consent request to consider a bill the House has acted on. I ask unanimous consent that he may proceed to do that, which I understand will take only a minute or two, without the time being charged under the pending bill.

The PRESIDING OFFICER. Without objection, it is so ordered.

AUTHORIZATION OF APPROPRIATIONS FOR THE CONSTRUCTION OF CERTAIN HIGHWAYS

Mr. RANDOLPH. Mr. President, I ask unanimous consent that the Chair lay before the Senate a message from the House on H.R. 10503.

There being no objection, the Presiding Officer laid before the Senate a message from the House of Representatives announcing its action on certain amendments of the Senate to House bill 10503, which was read as follows:

Resolved, That the House concur in the amendment of the Senate numbered 3 to the bill (H.R. 10503) entitled "An Act to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes".

Resolved, That the House concur in the amendment of the Senate numbered 1 to

aforesaid bill, with an amendment, as follows:

Strike out "\$9,000,000", and insert in lieu thereof "\$7,000,000".

Resolved, That the House concur in the amendment of the Senate numbered 2 to aforesaid bill, with an amendment, as follows:

Strike out "\$9,000,000", and insert in lieu thereof "\$7,000,000".

Mr. RANDOLPH. Mr. President, I move that the Senate concur in the House amendments to the Senate amendments.

Mr. JAVITS. Mr. President, may we know what we are doing and what it is all about?

Mr. RANDOLPH. Mr. President, the measure before the Senate is the authorization bill for the highway legislation. The Senate passed the measure with two amendments, which differed from the House bill. In the House bill the amount for authorization for public highways within forests was fixed at \$3 million a year for a period of 2 years. The Senate passed the bill with a \$9 million a year authorization for a period of 2 years. The House has now agreed to a figure of \$7 million a year for 2 years. I, of course, as chairman of the Subcommittee on Public Highways, cleared this matter with the Senator from Kentucky [Mr. COOPER], who is the ranking minority member of the Public Works Committee. It is agreeable to him.

Mr. TOWER. Mr. President, the Senator has answered the question I was about to ask. I merely wanted to know if it had been cleared.

Mr. JAVITS. Mr. President, did the Senator say \$7 million or \$7 billion?

Mr. RANDOLPH. The amount is \$7 million.

This measure, which was originally passed by the House of Representatives on June 3, 1964, was referred to the Committee on Public Works, from which it was reported on July 1, 1964, with three amendments. These amendments called for increasing the public lands highways authorizations from \$3 to \$9 million for each of the fiscal years of 1966 and 1967, and allowing for expenditure of forest access roads funds on the national grasslands and other lands under the jurisdiction of the U.S. Forest Service.

The increase in the authorization for public lands highways from the \$3 million requested by the administration and passed by the House, to the figure of \$9 million which was authorized for fiscal 1965, was made only after careful deliberation by the committee and in the light of the \$75 million in applications from the States.

The Senate adopted the committee amendments when it passed H.R. 10503 on July 2, 1964, and referred the measure back to the House. In that body, at the insistence of the minority leadership of the Committee on Public Works, the public lands highways authorizations were reduced from the Senate figure of \$9 million for each of the fiscal years 1966 and 1967 to \$7 million for each of those years. The House concurred in the other Senate amendment regarding the authority to use forest access roads money on national grasslands.

Mr. President, I need hardly emphasize that the cut of \$2 million a year in public lands highway authorizations is a severe disappointment to Members of this body, especially those from the Western States, who are interested in the development of our public lands. This figure is insufficient to meet the mounting demands of the States for assistance in this category.

However, I believe that this is the best compromise figure that can be achieved, especially in view of the lateness of the session and the need of the Department of Commerce to make the apportionments to the States for the Federal-aid ABC system. Therefore, rather than further delay the apportionments from authorizations of more than \$2 billion, I move that the Senate concur in the House amendments to the Senate amendments.

The distinguished chairman of the committee [Mr. McNAMARA] and the cooperative ranking minority member of the committee [Mr. COOPER], as well as all the members of the Committee on Public Works, have been most helpful in working for a constructive program to carry forward an adequate highway system.

The PRESIDING OFFICER. The question is on the motion of the Senator from West Virginia that the Senate con-

cur in the House amendments to the Senate amendments.

The motion was agreed to.

HOUSING ACT OF 1964

The Senate resumed the consideration of the bill (S. 3049) to extend and amend laws relating to housing, urban renewal, and community facilities, and for other purposes.

Mr. JAVITS. Mr. President, will the Senator yield me 3 minutes?

Mr. SPARKMAN. Yes.

Mr. JAVITS. I believe the bill which has been brought in by the Senator from Alabama [Mr. SPARKMAN] and the majority of the committee represents a careful balance between what everybody, including myself, wanted and what was possible and attainable within the broad consensus of opinion in the Congress. At the same time it does not run afoul of the decision that a major overhaul of housing legislation should come next year.

My colleague, the Senator from Texas, was specific in pointing out the things with which he dealt in his substitute and which were omitted from his substitute because it was felt it was inconsistent with the concept of a "barebones" bill. I should like to point out a number of things which the committee bill did not do and which were passed over precisely because, as the Senator from Alabama advised, quite properly, the bill had to be held to those areas in which there was substantial agreement. For example, with respect to urban renewal, on which the Senator from Pennsylvania [Mr. CLARK], a former mayor, has spoken, it is desirable to have a program on which communities could depend for a very extended time for their planning. But in the committee bill the amount of money available for that purpose has been sharply curtailed because the view of the Senator from Alabama [Mr. SPARKMAN] prevailed that we had better not go into that field, and that we will get into a longer range consideration of urban renewal later.

In another respect, with relation to public housing, a temporary expedient was accepted rather than a comprehensive plan under which communities would be given a reasonable opportunity to plan.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. CLARK. I would like to support the Senator in what he has said. This may have seemed like a barebones bill with flesh to the Senator from Texas, but to me and to other Senators, it has no flesh at all. Those of us who come from urban areas know that, so far as public housing and other areas are concerned, we are not doing very well toward carrying out the hope of Robert Taft that we must provide a safe and sanitary home for every family. We recognize the political necessities cited by the Senator from Alabama, that this is not the time to get into a hassle over a public housing bill, but we are reluctant to accept a bill that goes only as far as this bill does.

Mr. TOWER. Mr. President, I yield myself 1 minute.

I point out that some of the things I proposed were also not acted on. I agree that a great deal has been left out. It may not be a bare-bones bill, but it is a very skinny one, indeed.

I merely felt that we should carry this proposal over until the next time. There are a great many matters that we should deal with. I merely ask for more deliberation.

I yield back the remainder of my time.

Mr. JAVITS. Mr. President, I deeply feel—and there are others who feel as I do—that we have not done as much as we should have done for middle-income housing. Since 1961 we have been trying out a program by which a lower interest rate than is obtainable for FHA mortgages is used to encourage middle-income housing. The chairman of the committee is frank enough to say that if that did not work he would be inclined to go along with the New York plan, which calls for the pooling of housing mortgages and their sale by a governmental authority, but without any guarantee, necessarily.

I advanced this proposal, because it has proved its worth in New York, where we have put up a billion dollars' worth of housing without involving the credit of the State government. The chairman said he would much prefer not to deal with it at this time, and it was laid aside, notwithstanding that this is one of the most urgent problems in the country.

The PRESIDING OFFICER. The time of the Senator from New York has expired.

Mr. SPARKMAN. I yield 1 more minute to the Senator from New York.

Mr. JAVITS. Finally, perhaps where the shoe pinched the hardest—and this goes again to the Senator from Pennsylvania [Mr. CLARK]—is in housing for the elderly. If anything cries for attention it is the need to do something really appreciable in housing for the elderly. But when we look at this bill, there is almost nothing in the bill, except for a few meager provisions on this subject. Yet we have to stand aside this year. If that does not define the bill as a barebones bill, I do not know what does.

Mr. CLARK. The Special Committee on the Aging, of which I was the chairman for 2 years, submitted two bills, which were referred to the Subcommittee on Housing. One a comprehensive bill, was passed over, because we wanted a barebones bill.

Mr. JAVITS. I hope the Senate will turn down the substitute for the reasons that I have stated.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Texas [Mr. TOWER], in the nature of a substitute.

The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY. I announce that the Senator from Nevada [Mr. CANNON], the Senator from Oklahoma [Mr.

EDMONDSON], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Utah [Mr. MOSS], the Senator from Georgia [Mr. TALMADGE], and the Senator from Tennessee [Mr. WALTERS] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON] and the Senator from Massachusetts [Mr. KENNEDY] are absent because of illness.

I further announce that the Senator from Rhode Island [Mr. PASTORE], the Senator from Maine [Mr. MUSKIE], and the Senator from Texas [Mr. YARBOROUGH] are necessarily absent.

I further announce that, if present and voting, the Senator from Georgia [Mr. TALMADGE] and the Senator from Tennessee [Mr. WALTERS] would each vote "nay."

I further announce that, if present and voting, the Senator from New Mexico [Mr. ANDERSON], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Utah [Mr. MOSS], the Senator from Rhode Island [Mr. PASTORE], the Senator from Texas [Mr. YARBOROUGH], the Senator from Oklahoma [Mr. EDMONDSON], and the Senator Nevada [Mr. CANNON] would each vote "nay."

On this vote, the Senator from Massachusetts [Mr. KENNEDY] is paired with the Senator from Iowa [Mr. MILLER]. If present and voting, the Senator from Iowa would vote "yea," and the Senator from Massachusetts would vote "nay."

Mr. KUCHEL. I announce that the Senator from Arizona [Mr. GOLDWATER], the Senator from New Mexico [Mr. MECHEM], the Senator from Iowa [Mr. MILLER], and the Senator from Vermont [Mr. PROUTY] are necessarily absent.

On this vote, the Senator from Iowa [Mr. MILLER] is paired with the Senator from Massachusetts [Mr. KENNEDY]. If present and voting, the Senator from Iowa would vote "yea," and the Senator from Massachusetts would vote "nay."

The result was announced—yeas 19, nays 64, as follows:

[No. 508 Leg.]

YEAS—19

Allott	Hickenlooper	Russell
Bennett	Hruska	Simpson
Byrd, Va.	Jordan, Idaho	Thurmond
Curtis	Morton	Tower
Dixsen	Mundt	Williams, Del.
Dominick	Pearson	
Eastland	Robertson	

NAYS—64

Aiken	Hart	McNamara
Bartlett	Hayden	Metcalf
Bayh	Hill	Monroney
Beall	Holland	Morse
Bible	Humphrey	Nelson
Boggs	Inouye	Neuberger
Brewster	Jackson	Pell
Burdick	Javits	Proxmire
Byrd, W. Va.	Johnston	Randolph
Carlson	Jordan, N.C.	Ribicoff
Case	Keating	Saltonstall
Church	Kuchel	Scott
Clark	Lausche	Smathers
Cooper	Long, Mo.	Smith
Cotton	Long, La.	Sparkman
Dodd	Magnuson	Stennis
Douglas	Mansfield	Gymington
Ellender	McCarthy	Williams, N.J.
Ervin	McClellan	Young, N. Dak.
Fong	McGee	Young, Ohio
Fulbright	McGovern	
Gore	McIntyre	

NOT VOTING—18

Anderson	Kennedy	Prouty
Cannon	Mechem	Talmadge
Edmondson	Miller	Walters
Goldwater	Moss	Yarborough
Gruening	Muskie	
Hartke	Pastore	

So Mr. TOWER's amendment in the nature of a substitute was rejected.

Mr. JAVITS. Mr. President, I move that the Senate reconsider the vote by which the amendment was rejected.

Mr. SPARKMAN. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. TOWER. Mr. President, I send to the desk an amendment affecting the provision relating to fellowships and professorships for the graduate training of professional city planning and urban and housing technicians and specialists. I ask unanimous consent that the amendment not be read, but that it be printed in the RECORD.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 75, beginning with line 19, strike out all through line 11, on page 76, and insert in lieu thereof the following:

"SEC. 806. (a) There is hereby authorized to be appropriated not to exceed \$500,000 annually, for a three-year period commencing on July 1, 1964, to be used by the Housing and Home Finance Administrator for the purpose of providing fellowships for the graduate training of professional city planning and urban and housing technicians and specialists as herein provided. Persons shall be selected for such fellowships solely on the basis of ability and upon the recommendation of the Urban Studies Fellowship Advisory Board established pursuant to subsection (b). Fellowships shall be solely for training in public and private nonprofit institutions of higher education having programs of graduate study in the field of city planning or in related fields (including architecture, civil engineering, economics, municipal finance, public administration, and sociology), which programs are oriented to training for careers in city and regional planning, housing, urban renewal, and community development.

"(b) There is hereby established the Urban Studies Fellowship Advisor Board (hereinafter referred to as the "Board"), which shall consist of nine members to be appointed by the Housing and Home Finance Administrator as follows: Three from public institutions of higher learning, and three from private nonprofit institutions of higher education, who are the heads of departments which provide academic courses appropriately related to the fields referred to in subsection (a), and three from national organizations which are directly concerned with problems relating to urban, regional, and community development. The Board shall meet upon the request of the Administrator and shall make recommendations to him with respect to persons to be selected for fellowships under this section. Members of the Board shall be entitled to receive transportation expenses and a per diem in lieu of subsistence as authorized for members of advisory committees created pursuant to section 601 of the Housing Act of 1949."

Mr. TOWER. Mr. President, section 806 would authorize the appropriation, over a 3-year period, of \$1,500,000 to provide fellowships for the graduate training of professional city planning and

urban and housing technicians and specialists.

My amendment would not change that provision; it merely provides a different method of selection. The present provision of the bill is that the Housing and Home Finance Administrator shall select candidates or applicants for the scholarships. My amendment would change that arrangement and provide that the selection shall be by an advisory board consisting of nine members to be appointed by the Housing and Home Finance Administrator.

Mr. SPARKMAN. Mr. President, will the Senator yield?

Mr. TOWER. I yield.

Mr. SPARKMAN. The amendment establishing this program was offered by the Senator from Pennsylvania [Mr. CLARK] in committee. The amendment outlined by the Senator from Texas seems to perfect the program—it sets up arrangements that are perhaps more effective and, I believe, quite satisfactory. So far as I am concerned, I am willing to accept the amendment.

Mr. TOWER. Mr. President, it is my understanding that the Senator from Pennsylvania and the Senator from Alabama are prepared to accept my amendment. I yield back the remainder of my time.

Mr. SPARKMAN. I yield back the remainder of my time.

The PRESIDING OFFICER. All time has been yielded back. Without objection, the amendment is agreed to.

Mr. TOWER. Mr. President, I send an amendment to the desk. I ask unanimous consent that the amendment not be read but that it be printed in the RECORD.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 30, line 23, after "unless" insert "(A)".

On page 31, line 4, beginning with the period strike out all through line 6, and insert in lieu thereof the following: "and (B) the financial assistance applied for is not otherwise available on reasonable terms and conditions."

The PRESIDING OFFICER. How much time does the Senator yield himself?

Mr. TOWER. Mr. President, I yield myself 1 minute.

The PRESIDING OFFICER. The Senator from Texas is recognized for 1 minute.

Mr. TOWER. This is addressed to the advance acquisition section of the bill. It adds a proviso that funds will be made available if such credit is not otherwise available, on reasonable terms and conditions. It simply lays down additional guidelines for the administrator. I do not believe it ties his hands in any way.

Mr. SPARKMAN. Mr. President, the language in the amendment is identical to a proviso in the existing public facility loan program. We are willing to accept the amendment.

Mr. TOWER. Mr. President, I yield back the remainder of my time.

Mr. SPARKMAN. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Texas.

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. SPARKMAN. Mr. President, I have an amendment I wish to propose which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment of the Senator from Alabama will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 52, it is proposed to add the following after line 24:

(3) Section 221(d)(3) of such Act is amended by inserting before the colon at the end of the first proviso in (iii):

"Provided further, That in the case of any mortgage other than a nonprofit corporation, cooperative, public body, or an investor-sponsor meeting the special requirements of this section, the amount of the mortgage shall in no event exceed 90 per centum of the amount otherwise authorized under this section".

Mr. SPARKMAN. Mr. President, I yield myself 2 minutes.

The PRESIDING OFFICER. The Senator from Alabama is recognized for 2 minutes.

Mr. SPARKMAN. Mr. President, this amendment would restrict all mortgages under section 221(d)(3) to 90 percent of the mortgage amount otherwise applicable, except in the case of nonprofit corporations, cooperatives, public bodies, and investor-sponsors dealt with specifically under the provisions of section 221(d)(3).

The need for excluding investor-sponsors in this manner is because the investor-sponsor will sell to a cooperative or nonprofit corporation who will have a hundred-percent mortgage. In order to avoid the necessity of two mortgages in each case, the FHA permits a hundred-percent mortgage but requires 10 percent to be held back until the investor-sponsor has sold to the nonprofit corporation or cooperative.

There was some misunderstanding in the committee when this matter was brought up. There was some misunderstanding in the committee with reference to the 100-percent-loan-to-value ratio in these 221(d)(3) programs. The point was made that such mortgage, by statute, have a 90-percent-loan-to-value ratio. The statute does not so provide. To the contrary, regulations issued by the Federal Housing Commissioner provide for 90 percent. My amendment merely transfers regulation into law.

Mr. TOWER. Mr. President, I believe that the amendment of the Senator from Alabama is a commendable amendment and I shall support it.

Mr. SPARKMAN. Mr. President, I ask unanimous consent that a statement I have prepared on this subject be inserted in the RECORD at this point.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

The proposal for expanding the section 221(d)(3) below market interest rate multi-



An Act

78 STAT. 397.

To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1966, and \$85,000,000 for the fiscal year ending June 30, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$23,000,000 for the fiscal year ending June 30, 1966, and \$23,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$11,000,000 for the fiscal year ending June 30, 1966, and \$11,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$7,000,000 for the fiscal year ending June 30, 1966, and \$7,000,000 for the fiscal year ending June 30, 1967.

SEC. 3. The second paragraph of subsection (b) of section 101 of title 23, United States Code, is amended by striking out "thirteen years" and inserting in lieu thereof "fifteen years" and by striking out "June 30, 1969", and inserting in lieu thereof "June 30, 1971".

SEC. 4. (a) Section 104(b) (5) of title 23 of the United States Code is amended by striking out "January 2, 1962." and inserting in lieu thereof "January 2, 1961".

(b) Section 209 of title 23 of the United States Code is amended by adding at the end thereof the following new subsection:

"(d) Funds available for public lands highways shall be available for adjacent vehicular parking areas and for sanitary, water, and fire control facilities."

Federal-Aid
Highway Act of
1964.
Appropriation
authorization.

72 Stat. 887.

72 Stat. 890;
77 Stat. 276.

78 STAT. 398.

Bridge construction.
72 Stat. 917.

(c) The first sentence of subsection (b) of section 320 of title 23 of the United States Code is amended by striking out "the State" and all that follows down to and including "the Secretary" and inserting in lieu thereof: "the State in which such bridge is to be located, or the appropriate subdivision of such State, shall enter into an agreement with such agency and with the Secretary".

Forest roads,
availability of
funds.

(d) The first sentence of subsection (a) of section 205 of title 23, United States Code, is amended to read as follows: "Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the costs of construction and maintenance thereof, including roads and trails on experimental and other areas under Forest Service administration."

Definitions.

SEC. 5. For the purposes of section 2 of this Act each of the following terms shall have the same meaning as is given it in section 101 of title 23 of the United States Code:

- (1) Forest development roads and trails;
- (2) Forest highways;
- (3) Indian reservation roads and bridges;
- (4) Park roads and trails;
- (5) Parkway;
- (6) Public lands highways;
- (7) Federal-aid primary system;
- (8) Federal-aid secondary system;
- (9) Urban area;
- (10) Public lands development roads and trails.

Approved August 13, 1964.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 1331 (Comm. on Public Works).

SENATE REPORT No. 1162 (Comm. on Public Works).

CONGRESSIONAL RECORD, Vol. 110 (1964):

June 3: Considered and passed House.

July 2: Considered and passed Senate, amended.

July 28: House concurred in certain Senate amendments with amendments.

July 31: Senate concurred in House amendments.

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
AT THE SIGNING OF THE HIGHWAY BILL
IN THE CABINET ROOM

Members of the Congress, the Cabinet, Ladies and Gentlemen, this is a very welcome occasion for me. With this legislation, we are helping to do justice for the most important but often the most neglected member of our society--the American motorist.

For much too long, the man who owns and drives an automobile has been treated like a stepchild. We require him to pay for the highways he uses and we require him to pay in advance. We divert his taxes to other uses but we delay the building of the roads that he deserves. We denounce him for getting snarled in traffic jams not of his own making. We complain about what he costs us but we never thank him for what he adds to the worth and wealth of our economy. We could not get along without him, but we often talk as though we can't live with him.

I hope and I believe that our attitudes are changing. Today, as never before, the Federal, state and local governments are working together to meet the highway needs of this Nation on wheels.

They are working together largely because of the leadership of dedicated men of both parties whom you see around this Cabinet table this morning.

I hope you picture men get a good picture of everyone in this room because I think this is a red-letter day in the lives of a good many of us.

Eight years ago, in 1956, we set out on a 16-year program to catch up with ourselves -- catch up through the Interstate Highway System. This has been described as the most ambitious highway program since the days of ancient Rome. It was my privilege then to guide that program to passage as Senate Majority Leader. In every respect, it has met our hopes. It has put more than one million Americans to work. It is already saving 3,000 lives a year and, by 1972, it will be saving 8,000 lives a year.

It is saving dollars -- \$6 billion in user benefits last year; \$11 billion a year 8 years from now; and the program is not costing the General Fund of the United States Treasury a single cent.

This legislation here today serves still another need. It helps to provide us better primary and secondary highways on a 50/50 basis with the States. In addition, it will support needed efforts to improve forest highways, public land roads and national park roads, and other such purposes.

The American people have never been compromised, have never been contaminated by riding over roads and highways that are partially financed by Federal aid.

This is one of our best investments, and I think most of the informed leaders of this country will agree on that point.

I might just mention this one additional point. If we add together all the tangible assets of this Government of the United States, including our share of investment in public highways and roads, that balance sheet would show that our assets ~~are~~ ^{far} exceed our national liabilities.

Republicans as well as Democrats are working for and with a solvent, sound and successful institution here at the seat of the Government of these United States.

I say that this morning because I want the American motorist to know that things aren't so bad that we must sell off our public roads to the highest bidder for Uncle Sam to stay liquid.

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